

4

Child and Family Welfare

*(Being the official organ of the Canadian Council on
Child and Family Welfare.)*

Vol. IX

SEPTEMBER 1933

No. 3

CONTENTS.

| | PAGE |
|---|------|
| NATIONAL SOCIAL WORK BROADCAST..... | 62 |
| MATERNAL AND CHILD HYGIENE. | |
| Statistical Indications in Some Problems in Maternal and Child Hygiene—AGNES B. BAIRD, Reg. N..... | 6 |
| The Use of Marine Food Oils..... | 11 |
| The Deputy Minister of Pensions and National Health.... | 13 |
| Notes..... | 14 |
| CHILD CARE AND PROTECTION. | |
| "Knowingly and Wilfully"—(An important decision under the Juvenile Delinquents Act)..... | 15 |
| Vancouver's Experiment in Foster Day Care..... | 18 |
| Mother's Aid, 1931..... | 19 |
| FAMILY WELFARE. | |
| The Future of the Private Family Agency..... | 21 |
| Some Statistical Prognostications— E.U.R.C. Records in Montreal..... | 23 |
| Montreal Training Scheme for Unemployed Girls..... | 26 |
| COMMUNITY ORGANIZATION. | |
| The Halifax Set-up (Courtesy of Mr. E. A. Saunders and Miss H. R. Ogden)..... | 28 |
| The Federal Relief Job in the United States..... | 30 |
| The Administration of Clothing Relief..... | 31 |
| DELINQUENCY. | |
| The Borstal System and Canadian Possibilities—MR. HARRY ATKINSON..... | 34 |
| The Ontario Training School for Girls..... | 40 |
| LEISURE TIME ACTIVITIES. | |
| Britain's Work for the Workless..... | 1 |
| Community Clubs for Boys and Girls—MR. PETER LOWE.. | 42 |
| PUBLIC WELFARE. | |
| The Toronto Set-up—MR. A. W. LAVER..... | 48 |
| GENERAL. | |
| Barter Schemes—Vancouver "A.C.G."..... | 63 |
| —Minneapolis..... | 65 |
| RECENT PUBLICATIONS..... | 47 |

Published by

The Canadian Council on Child and Family Welfare

Council House, 245 Cooper St.,

OTTAWA, - - CANADA

PUBLICATIONS

Free to Members. Extra Copies on Request.

- *No. 1. The Spiritual and Ethical Development of the Child, 1922.
- *No. 2. British Columbia's Child Health Programme, 1923.
- *No. 3. Agricultural Training for the Dependent and Delinquent Child, 1923.
- *No. 4. Reducing Infant Mortality in City and Rural Areas, 1922.
- *No. 5. The Juvenile Employment System of Ontario, 1923.
- *No. 6. A Statistical Review of Canadian Schools, 1923.
- *No. 7. Housing and Care of the Dependent Child, including Standards of Placement, and a Model Dietary for Children's Home, 1924.
- *No. 8. A Comparative Study of the Child Labour Laws of Canada, 1924.
- *No. 9. The Child of Canada's Hinterlands, 1924.
- *No. 10. Grants in Aid to Children in Their Own Homes, 1924.
- *No. 11. Courts of Domestic Relations, 1924.
- *No. 12. The Social Significance of Child Labour in Agriculture and Industry, 1924.
- *No. 13. A Comparative Summary of the Canadian Adoption Laws, 1924.
- *No. 14. Some Angles of Discussion in the Juvenile Immigration Problem of Canada, 1924, together with the Immigrant Children's Protection Act of Ontario, 1924.
- *No. 15. Juvenile Immigration Report No. 2, 1925.
- No. 16. Special Training for School-Age Children in Need of Special Care (5th Edition, 1930).
- *No. 17. The Juvenile Court in Canada, 1925.
- No. 18. The Council's Objectives, 1925-30. (Published in French also).
- *No. 19. The Child in Industry: Progress 1920-25, and Recommendations 1925-30.
- *No. 20. Progress in Education and Recreation, Canada, 1925-30.
- *No. 21. A Guide to Your Reading on Child Welfare Problems, 1927 (A Short Classified Bibliography).
- No. 21—S. H. Some Sources of Material re Health Education for Schools.
- No. 21—U. A Reading List on Unemployment and Relief.
- No. 22. Legal Status of the Unmarried Mother and Her Child in the Province of Quebec, 1926.
- *No. 23. Teaching International Relationship (to children), 1927.
- *No. 24.—The White List of Pictures Children Will Like, 1927.
- No. 24A. Motion Pictures Children Will Like. (Bi-monthly)
- *No. 25. Canada and the World's Child Welfare Work, 1927.
- *No. 26. Progress 1920-25 and Recommendations 1925-30 in Child Welfare Legislation, 1926.
- *No. 27. Problems in Family Desertion: Prevention, Rehabilitation, Legislation, 1926.
- *No. 28. Child-Placing, 1926.
- No. 29. Canada and the International Child Labour Conventions (August 1, 1926)
- No. 29a. Action Necessary by the Nine Provinces of Canada for Canada's Adherence to the International Child Labour Conventions (August 1, 1926).
- *No. 30. Study Outlines of Some Child Welfare Problems in the Canadian Field, 1927.
- *No. 31. The Story of the Curly Tails, 1927. (In English and in French).
- No. 32. What Is Malnutrition?
- No. 33. The Home Training of the Blind Child, 1927. Second Edition, 1932.
- No. 33a. The Home Training of the Deaf Child, 1932.
- No. 34. The Juvenile Court in Law and the Juvenile Court in Action, 1930.
- No. 35. Infant Deaths in a Canadian City, 1928.
- No. 36. Child Welfare Legislation in Canada, 1926, 1927, 1928, 1929.
- No. 37. The Recidivist Group and Custodial Care, 1928.
- No. 38. Sex Education in the Child Welfare Programme, 1928. Second Edition 1931.
- *No. 39. "Several Years After." Report of Juvenile Immigration Survey, 1928.
- No. 40. "In Answer to Your Query" (Directory of Child Welfare Agencies), 1928.
- No. 41. Child Protection in the Programme of Child Care.
- *No. 42. Recreation: A Suggested National Programme, 1928.
- No. 43. Canadian Legislation re the Age of Consent and the Age of Marriage, 1928.
- No. 44. Save the Baby from Rickets. (Second Edition 1932)
- *No. 45. Play and Play Material for the Pre-School Child, 1929.
- No. 46. Legislation; Canada and Her Provinces Affecting the Status and Protection of the Child of Unmarried Parents, 1929.
- No. 46a. Comparative Summary: Legislation of Canada and Her Provinces Affecting the Status and Protection of the Child of Unmarried Parents, 1929.
- No. 47. An Investment in Health—School Lunches for Rural Districts, 1929.
- *No. 48. Youth in Revolt, 1930.
- No. 48a. Youth in Revolt. (Second Edition, 1931)
- No. 49. Private Home Care for Children in Need, 1930.
- No. 50. The Council of Social Agencies in the Community. (Reprint, May 1930 Bulletin)
- No. 51. The Protection of Child Life. A Story in Pictures, 1930.
- No. 52. The Relationship between Public and Private Agencies in the Family Field.
- No. 53. The Family Court, 1930.
- No. 54. Provisions for Maternal and Child Welfare.

★ Out of Print.

(Continued on inside back cover)



Child and Family Welfare

Vol. IX

OTTAWA, SEPTEMBER, 1933

No. 3

BRITAIN'S WORK FOR THE WORKLESS.

(Reprinted from The Toronto Star Weekly, Saturday, March 25, 1933).

Workless men of Brynmawr, a small mining town in South Wales, which has been hard hit by unemployment, have become public benefactors.

They gave their unhired labor free, worked daily from 10 a.m. to 4 p.m. on a piece of waste land and changed it into a public park with a swimming pool for adults and a paddling pool for children. This free-will work transformed an ugly smear of earth in a drab mining village with a hopeless outlook into a place of beauty and recreation.

Their only pay was a bread and cheese lunch and a hot meal at the end of the day's work, supplied at a cost of twelve cents a head. This was the only cost except for cement and other necessary materials. The total was about \$3,000. But it is said that the value of the effort to the community cannot be measured in terms of money; and the unemployed men, looking at their gift, are going around once more with their heads up.

Another example from South Wales, this time from Nantymoel in the Ogmore valley, which for ten years wanted a recreation ground. Finally a landowner gave a chunk of ground "for what it was worth" to the local miners' welfare committee. It did not look a suitable chunk. Part of it was on a slope and part of it was boggy; and it was found that it would cost \$20,000 to make over. Nantymoel decided to wait until the return of prosperity.

But last summer unemployed men took a hand. They borrowed tools, set up a second-hand tramway to remove the earth and soon forty men and boys were at work. They were so keen, it is said, in their work of creation, that some of them even worked by moonlight and with the aid of lamps.

They moved a bank 16 feet high across the lot to build up the boggy level on the other side. They crushed rock and laid surface soil and turf. In four months they had a playing field ready, without a cent of expense to the community.

A curious fact is related. No one ever seemed to be in charge of the work. It just "grewed" by spontaneous co-operation.

Similarly, at Rhosllanerchrugog in North Wales, 18 acres of useless land are being turned into a park.

Swing to Littleborough on the borders of Lancashire and Yorkshire, where the old Roman road runs from Chester to York. Here was the old stone bridge, 21 feet, 6 inches wide, built by the Romans nearly 2,000 years ago. But earth had sifted in, grass had grown, burying a couple of culverts and the openings had closed, so that only a trickle of the stream could flow through. There was danger that the winter rains would carry the bridge away and so destroy a monument almost unique

of its kind in northern England. Yet there was no money to pay for the labor of restoration.

The voluntary help of unemployed men was asked. They responded, supplied the labor free and restored the bridge to the style of the Romans. Now a scheme is under way to clear the drains the Romans had built into the road and restore the roadway itself with the same labor.

IDLENESS CORRODES.

Such work has come as sequel to the fact that many people in Great Britain, facing the shadow, which does not lift, of 2,500,000 unemployed, have for some time begun to think that the dole is not enough. It maintains existence for one-sixth of the insured people, but an existence in idleness. Morale is being sapped in a large stratum of the people. Something more than mere food and shelter, it is realized, is necessary to prevent workless men and women from slipping into hopeless uselessness, if not worse. Thoughtful people have become aroused with a widespread sense of human tragedy.

In consequence social service organizations have been working on the problem of providing outlets which will make it possible for the unemployed to retain their balance and citizenship. They have been conducting experiments in education, recreation and unpaid work in many localities with a view of finding ways of restoring and maintaining morale.

This has had the backing of the Prince of Wales, patron of the National Council of Social Service. He made a notable speech at the Albert Hall, and then in an even more striking speech at Newcastle said: "I suggested at the Albert Hall that we could do something to help in the most baffling and terrible of all our domestic problems—the problem of unemployment—if we could only break it up into little bits and refuse to be paralyzed by its size.

"I have been much impressed to hear, from one place after another, of attempts being made to help many to find occupation that will keep them fit and make their unhired labor of service to others . . . Where the help is forthcoming, as I trust it will be everywhere, I am sure that more groups of the unemployed, who are dead sick of the idle days, will find the means of useful service until there is again demand for their labor."

He referred to such schemes of labor as those outlined above and to many others, and to the attempts being made in many localities to educate and entertain the unemployed. In Great Britain it has not been an affair of the state providing public work such as road building, as is so often advocated, but of groups in individual localities acting of their own initiative to supply release to men facing the defeats of unemployment.

TYPES OF SERVICES.

Schemes of unpaid work, the development of occupation centres where men may pursue trades or hobbies, the cultivation of garden allotments, the encouragement of sports and physical training courses, and the setting up of educational facilities are among the means used of taking up the moral slack for workless men with nothing to do to occupy their minds or hands. In the field of education, it is felt that many long

hours that would otherwise be wasted may be usefully and culturally filled in with study.

The first real drive to provide such educational facilities began in 1929 in the South Wales, Durham and Cumberland coal mining areas, which depression hit hard. The National Council of Social Service initiated the attempt. Money came from the Carnegie Trust. Joint committees were formed in each area of the bodies interested in adult education, music and drama and plans were laid for lectures, classes, schools, study groups, radio listening and discussion groups, and musical and dramatic practice.

Last winter in South Wales, for example, the Workers' Educational Association, the Y.M.C.A. and the university co-operated to give 66 term courses, 40 one-year courses, 25 university extension courses, eight short courses, 21 Saturday schools and 119 lectures.

"No one," says the 12th annual report of the National Council of Social Service, "who knows at first-hand or can picture in imagination the state of these depressed coal areas can doubt the value of helping people who live under such conditions to cultivate their own powers through studies and the practise of such arts as music and drama."

Through the National Council of Music there were organized in South Wales 10 orchestral concerts, 38 listening clubs (each having a tutor, the use of a gramophone and facilities for borrowing records), 10 one-year courses and 18 term courses. A string orchestra was formed of musicians out of work and 15 orchestral societies kept going by the loan of music and instruments.

Musical festivals were arranged throughout the area and the Three Valleys Festival taking in Merthyr, Glamorgan and Rhondda is now in its fourth year. Over 3,000 people actually performed at last year's festival while nearly 7,000 more formed the audience. Drama schools have been organized, coaching supplied and play-writing encouraged. The best three plays in English and the best three in Welsh were staged at the little theatres at Mumbles and Aberdare respectively.

The northern coalfields area saw similar educational activities at work. This mining district has always been noted for its singing, and more than fifty choirs are now at work, many of them new. Classes have been established in music and music culture. In drama, eleven entirely new groups of players have been organized and are rehearsing regularly. Two production schools have been established and special attention is being given to the craft side of the work, such as the making of scenery and furniture.

In a very different area, South London, Morley College offered day-time facilities to the unemployed and offered the chance to study wireless, science, economics, international affairs, English and foreign languages, literature, psychology, play-reading and production, music, physical training and first aid. An average attendance of 140 daily was recorded even in the summer.

"The greatest need of those who are out of work is, of course, opportunity to earn their livelihood," says an English pamphlet, "Work With the Unemployed." "In the absence of that opportunity they need especially two things in addition to the provision for bare maintenance made by the state. They need occupation that will develop their capacities and keep them fit, mentally and physically. And they need the

chance to join in social activities that will help to maintain their self-respect. Moreover, experience has proved that the most successful schemes are not only those which the men themselves help to organize, but are in many cases those which are unpretentious and inexpensive."

OUTLET FOR ABILITIES.

Under this heading come the various allotment schemes, of which that at Sheffield is taken as a good example. This was initiated in 1929 for unemployed men. Various organizations co-operated. The city council provided sufficient plot space. Seeds, seed potatoes and fertilizers were provided and spades lent. In two years a total of 1,300 plots were taken up by unemployed men.

Not only were vegetables and flowers grown in considerable quantity, but it is recorded that the men were given an absorbing occupation, a new interest in life and better health.

The city of Lincoln began to tackle the problem of their workless men's morale as early as 1927 along different lines. The start was humble. A room was secured as workshop and some 20 or 30 men given tools to indulge in woodwork, shoe repairing, furniture repairing and other occupations to help themselves and others.

Gradually the numbers, the equipment and the space were extended. By May, 1931, membership had increased to 400; 3,521 pairs of children's shoes and 1,118 pairs of adults' shoes had been repaired. Toys and furniture had been made in considerable quantity. Membership of the women's dressmaking class had increased and about 150 people had received clothes. Socials, readings and debates were part of the social side. There were sports also, which included bowling, cricket matches and fishing contests. In September, 1931, an engineering workshop was added, with machinery erected by the men themselves which permits them not only to do useful work, but to carry out experiments and try their hand at invention. Weaving has also been started on hand-loom. An orchestra of unemployed, a gymnasium and a welfare group have also been more recently added to Lincoln's effort to engage the interest of the workless.

In the Rhondda valley of south Wales, 10 clubs, with a membership of over 1,000 men, have been formed to give indoor occupation with tools. In one case, owing to the difficulty of finding suitable space in such a mining district, the men erected their own club hut. Clubs are democratically controlled and there has been an attempt at co-operative buying through a weekly saving fund, to which members contribute small amounts out of their dole. In several of the clubs the wives of the workless have formed sewing clubs. Not only is a general use of tools encouraged in a practical way, but there is an effort to give outlet to craft, musical and dramatic gifts. A visitor to one of these clubs at any time of the day, it is said, will find the place filled with young men making furniture for their own homes or mending boots, making toys, knitting socks or cutting each other's hair.

"Like the Lincoln Service Club," says the pamphlet, "these clubs are a serious attempt to arrest the demoralization which continued unemployment may involve . . . Continued idleness and the attendant hardship must inevitably lead to loss of vitality and often to bitterness or apathy. Some, especially those who have been out of work for years,

realize that they are becoming unfit for work and, to save themselves, would welcome activity which would restore to them the feeling that they have a place in the work and life of the community."

ON A SELF-HELP BASIS.

And the Prince of Wales is quoted as saying in his Albert Hall appeal: "I believe there are groups of the unemployed here and there dead sick of prolonged idleness, who are themselves feeling out toward ways of giving their unhired labor in co-operative efforts for the help of others in need. It is up to us to back such attempts with every possible support. Get together wherever this burden lies heaviest, face up to the most urgent local need, and see if the community on the spot cannot make its own self-directed contribution toward this vast problem."

All over England, in spots, it would appear, attempts have been made in various ways to meet the social responsibility of the workless that lies like a cancer at the heart of the national life. Birmingham, for instance, turned five corporation baths into winter recreation rooms, with books, newspapers, games and radio receiving sets. Several places have made fishing possible. Indeed, at Hebburn, a group of the unemployed were helped to buy an old lifeboat, which the men repaired and fitted up, so that they may now fare forth to supplement their food supplies with deep-sea fish. Middlesbrough organized some 50 football teams, as well as indoor recreation. Aberdeen has an unemployed workshop and recreation room which is always crowded.

Churches, settlements, the Society of Friends, Rotary clubs, branches of Toc H, the Workers' Education Association, social service workers and many other organizations have collaborated with committees of the unemployed to institute some form of amenity of the types outlined. It is noticeable throughout much of this English effort that the workless are constantly consulted with regard to their own desires and are asked to co-operate on a self-help basis to work out their own salvation of the moment.

In many cases, classes in physical training have been instituted as a means of maintaining morale. Indeed, the Liverpool service club has gone a step further and has leased ground, on which wooden huts have been erected, to which eight or ten men are sent weekly for a breath of fresh air and the tonic effect of a departure, however brief, from their depressing surroundings. They pay a small sum for transport and food, but it is hoped shortly to grow vegetables and rear poultry on nearby land sufficiently to pay cost.

Quite evidently the Prince's speech at the Albert Hall had an immense effect in making people conscious of the moral problem of the unemployed and there was a very great awakening of the public conscience which showed itself in many, varied efforts to provide outlets. The Welsh Outlook is quoted as saying: "The prince's message has, in some subtle way, increased our faith in ourselves and in one another, and has thus lifted us from those spiritual depths of apathy and depression which he described as the 'devil's own.'" All over the land there has been a quickening of conscience and a softening of asperity. We have all become more deeply aware of our responsibilities as our brothers' keepers."



Cut by Courtesy of White House Conference

MATERNAL AND CHILD HYGIENE

STATISTICAL INDICATIONS IN SOME PROBLEMS IN MATERNAL AND CHILD HYGIENE.*

AGNES B. BAIRD, Reg. N., Secretary, Division
Maternal and Child Hygiene.

Without a healthy infancy and childhood, healthy adolescence and manhood are impossible. The character of the future adult population, its health, vigor, intelligence and working capacity are determined by the development and growth of the child of today. "As the twig is bent, so the tree is inclined."

Due, no doubt, to the loss of millions of lives in the war, the civilized world has directed attention as never before to the beginnings of life, and nations have faced the fact, that through negligence and ignorance, thousands of infants were dying in their first year;—20,360, an average of 56 a day, being the toll in Canada alone as late as 1931.

Consequently, there has been a development of literature, propaganda and publicity centring on the value of the life of the child and giving rise to a concentrated attack on infant mortality and its causes. Campaigns stressing the need of pure milk and water, proper feeding, adequate housing, and adequate fresh air have been carried on vigorously. Not only have improved methods of care been instituted in hospitals, and institutional services, but great stress has been laid on teaching the mother in the home how to care for her child.

Inseparable from the problem of care of the child's life has been the need of emphasizing the value of preserving the mother's health, and of providing adequate care during the maternal cycle of prenatal, natal and post-natal periods. But with the concentration of effort and interest on the question of infant mortality, that of maternal mortality has not received its due degree of equal importance. The importance of the mother to the State is implicit in the fact that the criminal code exonerates from liability, the physician who must sacrifice the child for the sake of the mother in child-birth. Her importance in the home cannot be over estimated. As the alarming rate of maternal mortality has been brought to the fore, the whole field of obstetrics has received a more prominent place in the popular conception of health.

Standards of prenatal care have been set up by the Academy of Medicine in Toronto, in the resume of which, it is stated—"The casual treatment of these patients is to be deprecated. With the object of assuring the patient of sympathetic supervision, special care should include preliminary and monthly physical examination, with instruction as to

* A paper read before the Canadian Public Health Association, Saint John, June 1933.

danger signals ; systematic examination of the urine, and taking of blood pressure, making use of available prenatal clinics where economic conditions render this necessary.

Prenatal and post-natal care are recognized officially by this body as preventive medicine."

Gradually, emphasis has been placed where it belonged and educational campaigns on maternal welfare have been carried on, pointing out the need for this care and the benefits derived from it. One or two examples will suffice to prove the point.

A study in the Burnside (the obstetrical department of the Toronto General Hospital), records that in 1,232 new cases admitted to their prenatal clinic in 1932 there were no maternal deaths, while in 1931, in the City of Toronto as a whole there were 73 such deaths (no figures are as yet available for 1932), a rate of 5.7 per 1000 living births.

The Victorian Order of Nurses for 1931 report 15,040 live births, with only 31 maternal deaths, a rate of roughly 2 per 1000 live births, against a national rate of 5.2 at this time. This includes all cases attended during any part of the maternal cycle. Twelve deaths only occurred among those who had received supervision from the Order during pregnancy.

New emphasis is being placed on obstetrics in the curricula of the Medical Schools. "The most potent force in reducing morbidity and mortality of newly born infants and mothers is the physician well trained in obstetrics and pediatrics." (Dr. Fred Adair).

MATERNAL MORTALITY RATES.

Considering Canada exclusive of the Province of Quebec, which did not enter the Registration Area until 1926, the maternal mortality rate shows an upward trend from 1921 to 1924. This movement was probably in part due to better certification resulting from the practice, consistently followed by the Bureau of Statistics, of querying doubtful certificates. Between 1926 and 1930 the rate showed very slight fluctuation. The first significant reduction occurred in 1931, when the rate fell to 5.2 per thousand live births, as compared with 5.9 per thousand in 1930.

We have been all too apt to regard the health of the mother as incidental to that of the child. The two are inseparable, prenatal as well as post-partum care should be regarded as essential for the benefit of both. Too frequently, following the immediate post-partum period little attention is paid to the mother, often due to her own attitude. The growing conception of the family as a unit from the point of view of health, as well as from the social point of view, is of the greatest importance.

INFANT MORTALITY AND DISEASES OF EARLY INFANCY.

"Infant mortality is the most sensitive index of social welfare and of sanitary improvement which we possess." (Sir Arthur Newsholme.)

For the eight provinces in the registration area as of 1921, the ten year period showed the result of the vigorous measures taken to protect infant life.

A decline in the infant death rate from 88 to 70 per 1000 live births, in this period is a matter for congratulation. The greatest decrease in

an individual province is in New Brunswick which dropped from 113 in 1921 to 87 in 1931, a decrease of 26 points.

The years 1923, 1926 and 1929 may be described as influenza years. In these, as is to be expected, there was an increase in the general infant death rate, as well as in that for influenza and pneumonia. About 40% of the infant deaths from influenza which occurred in the eleven years from 1921 to 1931 were in these three years. Pneumonia follows closely on the fluctuations of influenza and shows no marked downward trend in this time.

The dread diseases of early infancy, enteritis and diarrhoea, so often the result of improper feeding, neglect, and lack of proper sanitary measures show a decline slightly more rapid than that of the general infant death rate. They caused one death in six in 1921, and one in seven in 1931. This campaign, waged so vigorously, has not been carried on without fluctuations of discouragement, the low rate of 695 deaths per 100,000 live births in 1928, contrasting with the jump to 949 in 1931.

Whooping-cough every year counted for more deaths than measles, scarlet fever and diphtheria combined.

When we consider the reduction of 59% in the rate for diphtheria and 82% in the rate for scarlet fever, we see with what untiring effort measures for their prevention and control have been put into practice.

The fluctuations in the incidence of whooping-cough and measles are too pronounced to determine any definite trend. One fact with regard to measles is evident, 42% of the infant deaths from this cause occurred in the three years of highest influenza mortality.

One half of all infant deaths in 1921, increasing to 55% in 1931 are attributable to causes associated with childbirth, such as congenital malformation, premature birth, injury at birth, congenital debility and residual causes.

Congenital debility is the one cause in this group that shows a definite reduction, a reduction from a rate accounting for one seventh of the total infant deaths in 1921 to responsibility for less than one twelfth of the total in 1931. This general trend was maintained almost throughout the period.

There has been an increase in first births in which the percentage of malformations is assumed to be higher. Of course, a falling birth rate may accentuate this increase, but the fact still remains that reductions have not kept pace with the general trend.

It is significant with regard to medical care during diseases of early infancy, that in 1928, 1295 or 14% of these cases were not attended by physicians at the time of death.

NEO-NATAL DEATHS.

Deaths in the first month of life are frequently termed neo-natal deaths. The mortality in this first month is very much greater than that of any other month in the first year. This neo-natal period may be regarded as transitional between intra-uterine and infant life. One of the greatest factors in the neo-natal mortality is prematurity. During the years 1926 to 1931 in the eight provinces of the registration area as of 1921, 53% of the total infant mortality occurred in the first month, 38% in the first week and 20% in the first twenty-four hours.

Examining this neo-natal death rate by causes, it is among the malformations and diseases of early infancy that we naturally look for a reduction. Here again, as in the total infant mortality, we fail to find any downward trend in the deaths assigned to malformations or to premature birth and injury at birth. There is, however, a well-marked reduction in the death rate from congenital debility, icterus and sclerema, while the residual term "other diseases peculiar to early infancy" also shows a definite downward movement.

In both cases this reduction may be partly the result of greater definiteness in certifying in the later years, particularly as "diseases peculiar to early infancy" contain unspecified and ill-defined deaths to three months of age.

To the extent that this is true, the more definite causes of neo-natal deaths, such as premature birth and injury at birth may be done some injustice in the recorded trend.

The reduction in the death rate from convulsions, a symptom rather than a disease, which falls from 160 per 100,000 in 1921 to 59 in 1931, is to be ascribed mainly to better certification.

STILL BIRTHS.

Stillbirths registered as birth and death constitute 27% of the total infant deaths, including stillbirths. A live birth as distinguished from a stillbirth is one having pulmonary respiration after complete birth; the minimum period of gestation for statistical purposes from 1921 to 1931 was six months, but as from 1932 it has been increased to 6½ months or 28 weeks on the recommendation of the Vital Statistics Section of the Public Health Association. The rate has shown a reduction from 3.6 in 1921 to 3.2 in 1931. Definite causes for neo-natal deaths and stillbirths are difficult to name. The causes of still-births are frequently omitted on the medical certificate, the physician considering the one word "stillbirth" sufficient entry under "Cause of Death."

In the summary and conclusions of a report on 240 autopsies of stillborn and neo-natal deaths by Dr. Fred Adair, he states—

- "(1) We must reduce the number of premature births by better care of women, especially during pregnancy.
- (2) By proper understanding, and preventing of the causes of the premature onset of labor.
- (3) Antenatal stillbirths make up nearly one fifth of this series of autopsies. The main determined contributing causes were toxemia of pregnancy and syphilis.
- (4) Intra partum stillbirths make up about one sixth of the total number examined. Over half the prematures and three-quarters of the term infants suffered severe birth injury as a result of spontaneous labor or of various procedures instituted.
- (5) Post-natal stillbirths are those in which the heart beats without establishment of respiration. This group includes a considerable number of major malformations. About one half of these deaths are caused by birth trauma.

The Main Measures of Protection are :

- (1) Detection and management of toxemias of pregnancy.

- (2) Prevention, diagnosis and control of syphilis.
- (3) Reduction and prevention of birth injuries, by better obstetric practice.
- (4) Prevention of premature births and better care of premature infants.
- (5) Better care of newborn infants to prevent exposure, improper feeding, shock and infection."

In short, it is a repetition of the same cry,—"*Better pre-natal, natal and post-natal care of mother and infant.*"

As the province of Quebec did not enter the registration area until 1926, figures on the same basis as those for the other eight provinces are only available for the six years, 1926 to 1931. It was thought wiser to postpone examination of figures for this province until those for a ten year period are available as compiled under the national system.

It is of interest to note, however, that during that period of six years, in response to the carrying out of health measures, the infant mortality has decreased from 142 to 113 per thousand live births; 28% of infant deaths during this time were due to diarrhoea and enteritis, as compared to 12% in the other provinces for a similar period; 43% of infant deaths during this period were due to prenatal conditions and those at the time of birth such as malformations, congenital debility, premature birth, injury at birth and other diseases of early infancy in contrast to 54% for the rest of Canada.

The preliminary figures for all Canada for 1932 show generally encouraging trends.;

Canada (nine provinces).

INFANT AND MATERNAL MORTALITY, 1932.

| | |
|---------------------------------|--------|
| Deaths under 1 year..... | 17,211 |
| Rate per 1,000 live births..... | 73.3 |
| Maternal deaths..... | 1,171 |
| Rate per 1,000 live births..... | 5.0 |

REGISTRATION AREA AS OF 1921 (EIGHT PROVINCES). INFANT AND MATERNAL MORTALITY, 1932.

| | |
|---------------------------------|-------|
| Deaths under 1 year..... | 9,467 |
| Rate per 1,000 live births..... | 62.0 |
| Maternal deaths..... | 753 |
| Rate per 1,000 births..... | 4.9 |

The further need for effort in providing skilled care during the whole of the maternal cycle and teaching the need for that care is of the greatest importance. Continuation of measures of general hygiene and sanitation with unceasing vigilance in the control of communicable diseases should result in still further decreases in the years to come.

The progress that has been made is due in large measure to the support which the health departments have received from their governments, aided and abetted by voluntary organizations.

From many sections come reports of the curtailment of appropriations, of trained personnel and of facilities for public health services. Will it not prove to be a calamity rather than an economy to reduce drastically expenditures for the preservation of health? Investment in health pays large dividends and the time above all others for this investment is at the beginning of life.

The Council gratefully acknowledges the assistance given in the preparation of this article in the matter of Statistical tables and in their analysis by the Dominion Bureau of Statistics.

MARINE FOOD OILS, COD LIVER OIL, SALMON OIL, MARINOL.

One of the questions which has been very much to the fore in recent months has been that of the provision of cod liver oil and special milk allowances for babies and young children in families on relief, particularly during the winter months.

In this connection attention is directed to an excerpt from comment on the report of the chief of the Children's Bureau of the United States Department of Labour in "Child and Family Welfare" for January, 1933, namely,—

"Of particular interest to Canada, with its large salmon industries will be the report on the experiments being carried out in New Haven in the use of salmon oil as a treatment for rickets. Researches in the United States Bureau of Fisheries had shown that the oil prepared from the waste product of certain species of salmon was twice as potent a source of antirachitic vitamin as a good grade of cod liver oil. Clinical tests, undertaken with thirteen children with active rickets, were shown to have a very prompt antirachitic effect."

Dr. J. T. Phair, Chairman of the Council's Division on Maternal and Child Hygiene consulted various authorities on this subject, and reports thereon:

"The authorities would appear to be convinced that several of these oils are, or can be made, the equivalent of cod-liver oil, both from the standpoint of Vitamins A and D. For example, Tuna and Salmon oil were found to be as good or better than cod-liver oil in Vitamin D potency. Salmon oil was found to be as potent in Vitamin A as good grades of cod-liver oil. Burbot-liver oil was acceptable as regards both Vitamins A and D."

E. M. Nelson, Ph. D., an accepted authority on the subject states:

"The results obtained show that salmon oil can be produced which is equal to good grades of cod-liver oil in Vitamin A content and approximately twice as potent as cod-liver oil in Vitamin D. Commercial salmon oils now on the market show considerable variation in their nutritive value. This is due to a number of factors. Salmon oils have not been prepared particularly as a source of vitamins. The species of salmon used as a source of material will determine to a large extent the possible vitamin content of the oil. The heat treatment to which the oil is subjected must be controlled to conserve maximum vitamin potency. The conditions under which the oil is stored must be considered if the oil is to retain its maximum value in feeding."

The value of marine products in providing vitamin D in the diet of the American people is not generally recognized. Among the foods commonly eaten, eggs and dairy products alone are considered as carrying appreciable quantities of this vitamin. It has been shown that oysters and clams contain vitamin D₃ (4. 5), and canned fish must also be considered as a source of vitamin D. Statistics show that there are approximately 300,000,000 pounds of canned salmon produced annually in this country. This fish contains from 6 to 15 per cent of oil (10). From the data obtained on vitamin D content of the oil in canned salmon, it is quite apparent that there is more vitamin D in the canned salmon sold in this country than in the cod-liver oil used for both human and animal feeding."

Arising out of these experiments the suggestion was made that relief agencies in the preparation of their budgets should include canned salmon as one of the foods and should direct attention to the value of saving the juice from the can to give to the very young children, as this salmon oil would be of value in the absence of cod liver oil, or as supplementing, and should not be thrown away or "given to the cat."

These suggestions led to the following queries:

1. Has canned salmon, after having been submitted to the heat required for making it a safe product to store and ship, retained this antirachitic constituent in a sufficient quantity to warrant the cost of providing this food?
2. Would enough canned salmon reach the children to be a substitute for oil?
3. Is the oil properly prepared from the raw by-products in the salmon canneries sufficiently low in cost to warrant its provision as a relief entity?

These questions were submitted to the Director of the Fisheries Experimental Station (Pacific), Biological Board of Canada (Dr. D. E. Finn) who reports:

1. Our investigations show that after canning, salmon oil has a potency in vitamin D of between 70 and 90 units, as compared with medicinal cod liver oil at 100 units. This is for the pink and sockeye salmon. The vitamin A contained in the oil of canned salmon is negligible. The average oil content of canned sockeye salmon is between 8 and 10% of the total weight, which would mean: in order to receive 1 oz. of oil, a child would have to consume from 10 to 12 ozs. of fish, which would include the free juices in the can, which are sometimes thrown away. Since medical opinion is inclined towards the view that vitamin A plays an important part in both the prevention and curing of rickets, it would seem likely that this vitamin would have to be supplied by some source other than the canned salmon.

2. It seems unlikely that children from under-privileged families could afford to eat salmon to supply adequate quantities of vitamin D. Though the cheaper varieties, such as pink, would undoubtedly contribute at least part of the vitamin required.

3. The production of oil from salmon offal varies considerably and it would be impossible to say in a general way as to whether this oil would be satisfactory for human consumption, though it is almost certain that its cost would be very low; I may say, however, that it is quite possible to produce oil from salmon offal which is potent in both vitamins A and D and which would be satisfactory for human consumption. It is a question of freshness of material and cleanliness of the processing.

Marinol.

Experiments with a marinol oil are being developed in British Columbia. Experiments conducted by Dr. A. Schwartzman in the Indian School at Tofino, B.C., indicate steady and progressive increase in height and marked general improvement in the condition of a group of children who showed practically no improvement on cod liver oil. Marinol is available at a much lower price than cod liver oil. Placing the consumption of marinol at an ounce a day, and its cost \$1.50 to \$2.00 per gallon, it would cost about one cent a day per child.

(Note: 3 unpublished data. It has been shown that the ether-soluble material in oysters saponified with alcoholic potash carries appreciable quantities of Vitamin D.)

THE DEPUTY MINISTER OF PENSIONS AND NATIONAL HEALTH.

This summer has seen the retirement of Dr. John Amyot, as Deputy Minister of Pensions and National Health for Canada. Dr. Amyot was the first deputy of the Federal Department of Health, and upon him devolved the heavy task of organizing and developing its services in a field of peculiar delicacy, due to the problems of provincial autonomy, and somewhat nebulous outlining of the federal sphere of effort.

One of Dr. Amyot's first efforts was the convening of a conference on child welfare in October 1920, from which this Council was formed. Dr. Amyot, at that time, stated that the Government of the day was prepared to assist the new venture, financially, if it showed that it could serve as a clearing house for the various local and voluntary agencies in child welfare. Loyally he kept his promise and as the Council developed it had no friendlier interpreter to succeeding Ministries than Dr. Amyot, to whom were largely due many of the developments which strengthened and encouraged our work.

Dr. Amyot rapidly built up his own Department, and it was only natural, that with his splendid overseas record, and his proven administrative experience, he should find himself entrusted in 1929-30, with the difficult task of pensions reorganization and veterans' allowances. So energetically and unselfishly did he devote himself to his task that it was with a shock but little surprise that one heard of his collapse in 1932, and his desire to withdraw from the heavy responsibilities of his dual office. Dr. Amyot enters upon his period of retirement with the affectionate regard of all who know him, secure in the knowledge of many difficult tasks, carried to successful conclusions.

On October 1st, Dr. R. E. Wodehouse, will succeed him. Dr. Wodehouse has been General Secretary of the Canadian Tuberculosis Association, and long one of the most active members of the Division on Maternal and Child Hygiene in this Council. Dr. Wodehouse brings unusually apt qualifications to his new post. Graduating from the University of Toronto, in medicine in 1906, he spent the next two years in the Hospital for Sick Children, and the Isolation Hospital, Toronto, and the Lying-In Hospital in New York City. The next four years were spent in private practice and as medical officer of health in Fort William, Ontario, followed by two years as district medical officer. Enlisting early in 1914, Dr. Wodehouse had an excellent war record in France and England, winning the O.B.E. and being appointed Commandant at Bearwood Hospital.

Returning to Canada, Dr. Wodehouse again joined the Ontario public health services as district medical officer, and in 1920 obtained his D.P.H. degree from Toronto University. Since 1921 he has been eminently successful as general secretary of the Canadian Tuberculosis Association, also being appointed Canadian government representative in the international exchange of health officers to England in 1925.

In private life, Dr. Wodehouse has been intimately associated with many forms of public service, at present holding the difficult task of chairman of the Budget Committee in Ottawa Financial Federation, Dr. Wodehouse has also served as Warden of Carleton County, and has been active in the parish life of St. Bartholomew's Church. A well-

trained public health man, an all-round good citizen, intimate through war service with veterans' problems, and noted for his energy and foresight, Dr. Wodehouse will undoubtedly prove an official to whom private and public health and welfare services can confidently look for leadership in his new post.

NEWS NOTES.

VANCOUVER.

Greater Vancouver is helping to meet the needs of its families who have fallen on hard times, through a committee of volunteer experienced dietitians of the Greater Vancouver Health League.

The particulars of each family, such as size of group and ages, allowance for food, cooking facilities, neighborhood with regard to nearby shops, are supplied to the nutritionist several days before the intended interview by the worker referring the case. This gives time for careful planning, working out shopping lists with reference to neighborhood prices, and the provision of menus and recipes. A copy of the latter is given the client by the social worker who, if possible, is present at the interview which takes place by appointment in the office of the League, or failing this in the client's own home. (From Miss Kathleen Sanderson, The Greater Vancouver Health League, Vancouver, B.C.)

NOVA SCOTIA.

Thanks to the generosity of the Junior League with its contribution of \$1,000.00 and voluntary assistance, a diphtheria immunization clinic has been opened in Halifax at the Dalhousie Public Health Clinic. In June, 580 children, including those from several orphanages, had been immunized.

Since 1923 the Junior Red Cross of Nova Scotia has conducted clinics for the examination and treatment of under-privileged, crippled children. Last school year fourteen clinics were held with a total attendance of four hundred and twenty-one patients. Treatment, except in Yarmouth, is confined to those under sixteen years of age. In May, clinics were held at Sydney, Sydney Mines, Glace Bay, Yarmouth, Kentville, Lunenburg, Port Mouton, Digby and Bridgetown with an attendance of two hundred and seven patients. (From Miss Hilda MacDonald, Health Supervisor, Nova Scotia Normal School)

SASKATCHEWAN.

Through the generosity of the Saskatchewan Dental Society, the Canadian Dental Hygiene Council and the Department of Public Health, Saskatchewan, a sum of money to be used for dental work for school children has been placed at the disposal of the Division of Public Health Nursing, Department of Public Health.

Organization of Dental Clinics was begun early in June. To date 50 Clinics have been held and 751 children treated. Districts in which Clinics have been held include a northern outpost, an unorganized district in the south, two municipalities which have had crop failures for several successive years and schools in remote areas where the people are receiving relief.

The work thus far has been for children in rural schools only and has been done in the school, in a home adjacent to the school or in the nearest

(Continued on p. 67).

CHILD
CARE
AND



PROTECTION

THE INTERPRETATION OF SECTION 33, JUVENILE
DELINQUENTS' ACT.

"KNOWINGLY AND WILFULLY CONTRIBUTING".

Because of the frequency with which the question of the interpretation of this section is raised, and because of the importance of the decision in the undernoted case, the judgment of Magistrate J. E. Lussier, in the case of Rex versus George Hill is printed in full herewith. (S. J. A. Branion, K.C., for the Prosecution, Henry Rees, and A. V. Svoboda for the Defence).

"The accused is charged under sub-section 1, of Section 33, of the Juvenile Delinquents Act, being Chapter 46 of the Statutes of Canada, 1929, with the offence of contributing to the delinquency of a juvenile by way of an act of sexual immorality with a girl between the ages of 15 and 16 years.

On the question as to the girl's age, I must overrule the contention of defence counsel that the prosecution has failed to establish adequate proof in that respect. The official certificate as to the registration of the girl's birth, subject to a slight error effectively corrected by the girl's father, speaks for itself, and I am fully satisfied with the evidence of the father which is quite positive, and to my mind not susceptible of error.

The accused denies he had sexual intercourse with the girl on the occasion in question, and in the face of a flagrant contradiction of testimony on that point, I have no hesitation in accepting the girl's evidence, which is sufficiently corroborated, and I find that sexual intercourse did take place on the occasion in question between the accused and the girl.

The all important question on which I am called upon to give a ruling is that as to whether or not the doctrine of mens rea is applicable in considering whether or not the accused had some knowledge, actual or constructive, of the age of the alleged juvenile. Subject to objection, I allowed defence counsel to introduce the evidence of reputable local citizens who had known the girl slightly for some time, and who state that in the absence of positive knowledge as to her age, they would have made a guess that she was about 17 years of age. I can quite understand the honesty of the testimony of these men. I personally observed this girl as carefully as I could in Court, and not knowing her age I would not have been greatly surprised had anyone assured me she was 17 years

of age. I realize, however, that during the period of adolescence, the degree of physical development in a boy or girl varies according to each individual case. Defence counsel argues that the words: "knowingly or wilfully" in the Act apply to knowledge of the age as well as to the actual act of contributing, that the accused had no knowledge of the girl's age, and that he had every reason to believe she was over the juvenile age. Counsel for the prosecution, on the other hand contends that those words apply to the actual act of contributing, and not the question of the juvenile's age. In a previous case involving the same girl I held that if the circumstances are such as to put the accused on his inquiry he cannot exculpate himself by simply telling the Court that he did not know the age of the juvenile, and believed the young person in question to be over the juvenile age. I am satisfied I could arrive at a conclusion in this case on that very principle. The accused was at the time referred to in the information and complaint, village constable of the Village of Blaine Lake : and admits that the girl in question had been befriended by his own daughters, so surely he could have made an effort, knowing his duty towards the enforcement of the law, to satisfy himself as to the girl's age before taking the very serious step of indulging in sexual immorality with her. However, I have been asked to give a positive ruling on the application or otherwise of the doctrine of mens rea on the question of age in this case, and as I still have to deal with a large number of other cases in respect of the same girl I think my duty is plain in that respect. It is indeed most aggravating to observe that although the Act has been in force for some considerable time, we cannot find a single decision of our Courts containing an unequivocal statement of the law on that point. At the close of the hearing I asked counsel on both sides to assist me with as comprehensive a brief as possible on their respective contentions, and I am greatly indebted to counsel for the very substantial assistance they have given me.

In *Rex vs Schwanbeck*, 1931, 3.W.W.R.p. 159, Bigelow, J., says : "The facts proved necessarily imply that the acts were committed knowingly, that is the only reasonable conclusion that the Magistrate could draw." This again refers to the commission of the act, and not to the knowledge of the juvenile's age. By inference, however, it would appear that the learned Judge was of the opinion that a knowledge of the age was immaterial. At the trial I pointed out that Section 301 of the Criminal Code dealing with the offence of carnal knowledge of girls under certain age contains the words : "Whether he believes her to be of or above that age or not." Defence counsel argues that the absence of similar words in the Juvenile Delinquent's Act, shows that mens rea must apply as to the accused's knowledge of the girl's age in this case. I pointed out, however, that in my opinion he who treads the path of immorality surely has this burden cast upon him, that he must see to it that in so doing he does not thereby infringe upon the laws of the land. Since then I have had an opportunity of consulting the authorities. In *Rex vs Tolson*, (1889) 23 L.R., C.B.D., p. 168, wherein the accused was charged with bigamy, and was shown to have married a second time while honestly believing on reasonable grounds that her first husband was dead, the Court found the accused not guilty on the application of the doctrine of mens rea, mainly by reason of the fact that there was no moral turpitude involved. In that respect the case was pointedly differentiated from that of *Rex vs Prince*, 13.

Cox's, C.C., p. 138. The latter case, in my opinion, comes as close to meeting the requirements of the case at bar as any authority I have been able to find. In the Prince case, the accused was charged with taking an unmarried girl under the age of 16 years out of the possession and against the will of her father. It was held that the fact that the accused bona fide and reasonably believed the girl to be older than 16 was no defence. In the course of a very comprehensive judgment assented to by a majority of the Court, and after citing two illustrations in point, Bramwell, B., says: "In both cases the Act is intrinsically wrong. For the Statute says "unlawfully" done. The act done with a mens rea is unlawfully and carnally knowing the girl, and the man doing that act does it at the risk of the child being under the statutory age. It would be mischievous to hold otherwise."

In Halsbury, Vol. 9, p. 236, the principle involved is described in the following words: "When the existence of a particular intent or state of mind is a necessary ingredient of the offence, and a prima facie proof of the existence of such intent, or state of mind has been given by the prosecution, the defendant may excuse himself by disapproving the existence in him of any guilty intent or state of mind by showing that he has an honest and reasonable belief in the existence of facts, which, if they had really existed would have made the act both legally and morally innocent." In the case at bar, as in the Prince case, the accused is not even able to claim that his act was morally innocent. I am therefore of the opinion on the above cited authorities that the words: "knowingly and wilfully" apply to the act complained of, and not to the knowledge of the accused as to the juvenile's age, and that the absence of mens rea cannot be pleaded as a defence on the question of age alone, but only in cases where the question of the knowledge or absence of knowledge of the juvenile's age is so closely linked up with that of a full realization of the nature of the contributing act that a consideration of the one must necessarily involve a consideration of the other.

Defence counsel refers to Rex vs Chapman Vol. 100 L.J., K.B., p. 562, quoting Lord Hewart, C.J., as follows:—"Where an equivocal word or ambiguous sentence leaves a reasonable doubt of its meaning which the canons of interpretation fail to solve, the benefit of the doubt should be given the subject and against the legislature, which has failed to explain itself." I can find nothing in the Statute so ambiguous as to compel me to give the subject the benefit of the doubt as against the legislature. I do think, however, that the Statute would be the better in point of fairness to the subject if it contained a redeeming clause along the line of subsection 3 of section 301 of the Criminal Code which reads as follows: "On the trial of any offence against subsection 2 of section 301, the trial Judge may instruct the jury, that if, in their view, the evidence does not show that the accused is wholly or chiefly to blame for the commission of said offence, they may find a verdict of acquittal." I say this advisedly, because in my Court experience in dealing with cases of this nature I have known instances, where girls who had not attained the age of 16, had become recognized as wanton prostitutes, who held themselves out as alluring bait for men who might easily fall in a moment of temptation. The Code wisely provides for such eventualities.

In the matter of interpretation of the Statute, I can find no better rule as to construction than that contained in the following words of

MacDonald, J., in *Rex vs Cardarelli*, 1929, 2 W.W.R., 223 : "The Juvenile Delinquent's Act, in common with other Statutes is to be deemed remedial, and should receive such fair, large and liberal construction and interpretation, as will best insure the attainment of the objects of the Act, according to the true intent, meaning and spirit."

I feel very strongly that should our Courts hold that a man can successfully plead ignorance of a young girl's age as a defence in such a case as the case at bar, this would have the effect of opening the door wide to untold mischief, as it would destroy the effectiveness of the Statute in so far as it purports to afford adequate protection to a large percentage of juveniles.

I therefore find the accused guilty of the offence charged.

DELIVERED AT BLAINE LAKE THIS 30TH DAY OF MAY A.D. 1933.

(IN OPEN COURT).

(Sgd.)

J. E. LUSSIER,
P.M.

FOSTER CARE IN DAY NURSERY WORK.

(As applied by the Vancouver Day Nursery Association).

When the Creche building, housing Vancouver's Day Nursery, was needed for relief purposes, and the City contemplated closing this service entirely, the citizens interested in the welfare of the work were faced with the alternative of shutting down completely or of developing it on a new system, which would carry on the work satisfactorily but reduce its cost materially.

The result is the Vancouver Day Nursery Association, an organization that adopted and is successfully trying out the method of finding foster day homes for the pre-school age children of mothers required to seek employment outside of their homes.

Under the new arrangement the little folk are placed in foster homes in the same locality in which they live. Here they are given the best of care with mid-day dinner and early supper according to specified diets, and have their regular rest periods. The working mothers pay a small portion (10c. per child) of the fee paid the foster mother, and the Association makes up the balance of 20c. per child.

Under the former system the City Creche was financed entirely by the City. Now it is financed jointly by a yearly grant from the City with the Federation* furnishing the remainder.

The staff required for the Day Nursery under the present organization is small—the Director, who selects and supervises the homes and children cared for, and an Office Secretary, who keeps the books of the organization, and is in the office to distribute the work available to the various working mothers, which requests are phoned in to this office. The office required is small, and its maintenance consists of a nominal rent and telephone expense.

* The Vancouver Welfare Federation is the "Community Chest" of the Coast city.

The health of each child is under the supervision of the City Health Department, through the co-operation of the civic health officer Dr. MacIntosh, and so adds no expense to the organization's budget.

This new plan has proved especially successful in Vancouver, where homes are scattered. Its cost is less than half that under the old system where a nursery plant and its attendant staff had to be maintained. Those associated with the development bear witness that it offers distinct advantages over the old system, and the mothers and children, after a year's trial, are reported as endorsing this opinion with their hearty approval and co-operation.

MOTHERS' AID, 1931.

Publication of United States Department of Labour, Children's Bureau.
For sale by the Superintendent of Documents, Washington, D.C. 5 cents.

This publication is a report of the nation wide survey of Mother's Aid made by the United States' Children's Bureau in 1931. The report is exhaustive, comprising every angle of the progress made in the actual administration of Mother's Aid in all the States; and showing by actual figures, the significant trends. A survey having been made by this same department in 1921-1922, the comparative statements are interesting.

It was stated that "the general tendency in the legislation, particularly that passed in the last 10 years, has been to make the benefits of the law available to more children; to make the grants more clearly equal to the needs of the families; to improve the administrative provisions in keeping with good social practice and to provide for increased participation by the State through funds or powers of supervision over local agencies."

In the 20 years since the first State-wide Mother's Aid law was enacted in 1911, 46 of the 48 States have put Mother's Aid laws into operation. The extent to which these laws were actually used varied greatly throughout the country, and it was noted "the appropriation of State funds to assist local administrative agencies in providing for families and the services and guidance of a State agency have had a significant place in the development of a State-wide Mother's Aid programme in a number of States." There had been a steady increase in the number of States that had accepted State participation.

It is interesting to note the variation in the amounts provided from tax funds. The average annual expenditure in the different States for all administrative areas granting Mother's Aid, ranged from 3 cents to 82 cents per capita; and that in individual counties or cities, annual expenditures ranged from less than one-half cent to as much as \$2.61 per capita."

In 21 States the average monthly grant fell below the medium grant of \$21.78 per family, showing a tendency in the administration in those districts to divide up limited funds among many families. Where the standard of administration was high, the intake of dependent families was limited to the number that could be given adequate allowances, or the principle that Mother's Aid was "a long-time programme to prevent the breaking up of families and to assure care for dependent children in their own homes, with provision for maintaining a satisfac-

tory standard of living." Increased participation in the use of State funds was considered to be more desirable in the provision of uniform and adequate care.

Comment is made on the inadequate administration appropriations allowed by some cities, and attention called to the fact that the consensus of opinion among experts was that 10 to 15 per cent of an appropriation should be set aside for administration in order to provide adequate service to families.

The decrease in grants had not been very serious up to the time of the survey, but it was pointed out that "even a small reduction in the amount of the average grant might mean hardship to families when the grants were already too small to meet their needs."

K.S.

NOTES

UNEMPLOYMENT AND THE YOUNG.

While parliamentarians and economists of all schools have been endeavouring, with rather less success than more, to combat the world-wide ravages of unemployment, it would seem that they have somewhat neglected one aspect of the problem—less immediate, but perhaps the gravest—the effects of unemployment on the rising generation. To direct attention to this need the Save the Children International Union (Geneva) undertook during the past winter an enquiry confined to certain countries, and it has just published its first findings in a pamphlet of 112 pages, entitled "Children, Young People and Unemployment". The report estimates over 25,000,000 unemployed persons in the world today, with 75,000,000 dependants, a total of 100,000,000 persons suffering directly from lack of work.

The countries considered in this first part are Belgium, Germany, the United States and Switzerland. The report does not present a statistical analysis, but, rather, a presentation of facts from the human and humane points of view, and certainly it makes disquieting reading, since it shows clearly the fact that, apart from the physical detriment caused to children by the malnutrition following on the reduction of weekly budgets, grave and immeasurable mental and moral detriment is being inflicted on children and adolescents—on each child, on each adolescent, according to individual temperament. One special point clearly emerging is that continued unemployment leads to a disruption of family life, without which sound social cohesion is not possible. In such conditions, crippling body and mind, the report asks what sort of next generation may we expect? Is it already too late to attack the problem?

Subsequent sections of the report will cover conditions in other countries, in particular those in Great Britain, where at the present moment careful enquiries are being carried out by a special *ad hoc* Committee, under the auspices of the Save the Children Fund and the presidency of Lady Hall, with the collaboration of the competent authorities, including medical officers of Health, teachers, social workers, etc.



FAMILY WELFARE AND RELATED PROBLEMS

THE FUTURE OF THE PRIVATE FAMILY AGENCY.

Miss Laura Holland, Superintendent of Neglected Children for the province of British Columbia addressed the annual meeting of the Vancouver Welfare Bureau on this important subject. It will be remembered that Miss Holland has had wide experience both in health and social work, and in public and private services in the children's and general welfare field. Miss Holland may therefore speak with some authority on this subject, and from her address we quote herewith.—Ed.

Miss Holland considers that for many years to come, both the public and private agency will be found essential in safeguarding the interest "of those, who, for varying reasons, must look outside their own family group for help in making certain adjustments in their lives."

The public welfare department, Miss Holland sees, by the very force of circumstances, holding an increasingly important place in the social services of the future, and pleads for understanding and support from the private agency and private citizens, in the overwhelming and complicated problems which the public services must immediately face. The private family agency and the public services must seek their respective orientation in the broader community programme of the future.

The private family agency within this or that community must not be visualized as a local unit or entity, but really, as the effort within its own community of a nation-wide effort for the strengthening and safeguarding of Canadian family life. The family agency within this or that community cannot live to itself alone, but must be conscious of the effect of its decisions upon the development of general policies and procedures.

INDIVIDUALIZATION.

The private agency was established primarily to care for the pressing individual need of the individual family or client; it is true that the very pressure and extent of the problems of today call for a shifting of responsibilities for the care of large groups of clients from the private to the public services, but this neither justifies nor excuses the private agency in "passing on" large groups, to the public agency, merely because of the extent of pressure of these conditions. One of the points of safeguarding to which the private agency should be continuously alert is this insistence on individual treatment of its client.

A FACT-FINDING SERVICE.

The basic philosophy of the family agency is its belief in the conservation of the family unit, as the best institution in which to develop, within children and adults alike, those qualities which make for good citizenship. From intensive knowledge and intimate contact over broad groups of socially maladjusted families, the family agency should be able to build up a fund of knowledge as to what factors and conditions are mainly responsible for the present extensive breakdown in family life. This should be a second line of emphasis in the private family

welfare service—awareness of its responsibilities as a fact-finding body, informed to speak with authority on emergent problems in the family life of the community, and to point out their effect upon family and community well-being.

THE RESPONSIBILITY OF LEADERSHIP.

Arising out of this responsibility, a further one emerges of knowledge and leadership in the study and control of conditions, beyond the family's own control, and which tend to produce disorganized, anti-social, unstable, dependent, and unhappy family groups.

SOCIAL NOT ECONOMIC NEEDS.

Miss Holland quite definitely submits that the experience of the past four years has demonstrated beyond question that the chief function of the private agency must not be the dispensing of relief. In fact, she raises the question of whether the private agency should dispense relief at all,—“the consensus of opinion is that the primary function of the Family Welfare Bureau is to help families in which social needs predominate, leaving the public department to meet the economic needs, through taxation of the public at large”, since in the last analysis public policy is responsible for the conditions that have deprived the masses of their right to independence.

Miss Holland, however, herself submits that while the function of the private agency must remain social rather than economic it should have at its command, “sufficient relief funds to meet certain extraordinary situations which it would be impractical for a public department to handle”.

EXPERIMENTATION.

Emergency funds should also be at the disposal of the private agency, to be available for experimentation and demonstration of the economic value of any service which it may be necessary to develop to meet new and unforeseen needs. In fact it should be visualized as one of the responsibilities of the private agency, “to sense changing conditions and the new needs they bring” and with its greater flexibility, to experiment in methods of treatment, which, when approved by public endorsement, can be employed by the public agency.

But the sharing of knowledge and experience within the private agency should go further than that merely of demonstration,—the private agency should quite definitely assume the responsibility “of sharing their experiences with and providing field work for individual volunteers, and for students who are preparing themselves to ‘help people out of trouble’.”

HIGH STANDARDS.

The private agency must also maintain a very high standard of private casework and demonstrate the value of trained, competent personnel by decreasing dependency in the group of families whom they serve in the community.

Such qualifications, Miss Holland admits, seem to mark the private family welfare service as “a superlative agency in the community.”

"which is what it should be—standing for quality rather than quantity, if it is to do its most effective work". "But it must not become superior; it must be tolerant and understanding of the agencies and institutions, that, overwhelmed with numbers, can raise standards but slowly because public opinion as a whole changes slowly."

The private family agency must be prepared to link its programme more closely with the work, administered by the public departments, and at the same time, must not press too impatiently to have public funds assume their functions.

THE FUTURE.

The recent growth of public welfare in this field, Miss Holland likens to an avalanche in its suddenness, and states, "much debris in the form of misunderstanding on the part of the taxpayer, and of those seeking aid must be cleared away before the path of the future which they will tread, can be clearly visualized, both by our administrations and by the citizens generally." In the United States, the total amount expended in relief from public funds increased 115% from November 1931 to November 1932, while relief from private funds decreased 16%. Comparable figures are not available for Canada but the trend would likely be much more marked. In such shifting trends, the private agency, with its wide experience should give of its utmost in personnel and knowledge to assist the newly developing public services but it must beware of "an attitude that tends to place it on a pedestal and that might result in isolation, limiting its field of action." The private agency must demonstrate what can be done to cope effectively with problems in a given field and can only be judged successful to the extent that it succeeds in getting that method accepted by the public as a whole and then presses on to the new pioneer work that forever "awaits those with vision, foresight and a desire to serve."

SOME STATISTICAL PROGNOSTICATIONS.

The Emergency Unemployment Relief Committee of Montreal has essayed an analysis of trends in unemployment need, from the background of almost a decade of continuous responsibility for emergency unemployment in the English-speaking Protestant Community of Montreal.

The "E.U.R.C." was established in the winter of 1924-25, to deal with an unusual upward movement in unemployment needs at that time; it has been in active operation for some part of each season of unusual unemployment, ever since, and continuously since October 1930. Originally formed as a special but autonomous standing committee of the Family Welfare Association of Montreal, it took over unemployment relief in the late autumn of each year, closing out in the late spring and transferring residual cases, if any, to the Family Welfare Association. In 1926, the Committee did not need to function, as the situation was covered among the regular relief and welfare services but, accepting the principle that employment was the most satisfactory solution for unemployment, a Protestant Employment Service was established on a full-time basis. In 1927, the Relief Committee functions were again

revived, under the same Committee and administrative officials as the Employment Service. The present arrangement is that the Protestant Employment Bureau is nominally a standing committee of the Family Welfare Association, deriving its funds from Financial Federation but administered under its own Committee with no direct relationship with the executive of the Family Welfare Association. The Emergency Unemployment Relief Committee is entirely autonomous, collecting and administering its own funds with no relationship to Federation or the Family Welfare Association.

The Committee has now taken three groups of 500 families each, all British-born, and selected respectively, from those in receipt of relief prior to October 1930: admitted to relief "in the middle of the depression" and the last group coming on relief, immediately prior to May 27, 1933. The analysis examines the income of the families on relief during the time on relief, and the duration of the time on relief.

During its entire existence, the Committee has consistently followed the principle of requiring that if on their relief lists, the whole of the earnings of the recipient, and fifty percent of the earnings of his wife and children must be applied first to rent; if there be any surplus, then to light and gas, and if any further, to clothing and food. In making the present study, if a man were off relief continuously for two weeks or longer, his income during that period was disregarded.

A CHANGING RELIEF LOAD.

The survey of these three groups, an aggregate of 1,500 families involving 6,462 individuals, indicates that 13.4% of the whole group reported no earnings whatever, from September to June, in the period on relief. Another survey in Montreal indicated that 14% of the families coming to the Family Welfare Association had previously been in receipt of aid from the E.U.R.C.: a further inquiry is now being made to ascertain whether this group is drawn in whole or in part from the group reporting no earnings whatever, and also to verify, absolutely if possible, the accuracy of their claims to no earnings whatever in this period.

The earliest group on relief, prior to the general depression, averaged 4.94 individuals to a family, and reported an average weekly income of \$1.91 per week while on relief, 53.3% of the earnings coming from the father, 12.8% from the mother, 28.5% from the children and 5.4% from other sources (relatives, rooms, boarders, etc.) The whole group were in receipt of relief for 96% of the maximum period in which relief was available.

The second or "mid-depression" group averaged 4.3 members per family, and reported average earnings of \$2.11 weekly per family, 53% coming from the father, 7% from the mother, 32.7% from the children, and 7.3% from other sources. The whole group received relief for 83% of the maximum time range.

The last group, coming on relief, almost entirely in the past autumn and winter, averaged 3.68 individuals per family, with an average weekly income of \$2.90, contributed 58.3% by the father, 4.8% by the mother, 24.5% by the children, and 12.4% from other sources. They "drew relief" for 90% of the maximum period available.

The averages for the whole group over this period showed an average family of 4.3 members, with average weekly income of \$2.16, earned

54.2% by the father, 8.8% by the mother, 29.5% by the children, and 7.5% from other sources, and in receipt of relief 88.5% of the possible maximum of time.

The earnings of the children during this period were almost even as between the boys and the girls, 15.3% coming from the girls and 14.2% coming from the boys. The first group, prior to the depression showed almost continuous employment of the earning children during the time the family were in receipt of relief, with a high average for the second group, but very low and broken periods of employment for the children in the third group.

CONTRASTS AND INFERENCES.

Certain inferences appear justifiable from these group contrasts. The most inescapable conclusion seems to be an underlining of the necessity for thorough administration of *all* sources of income in families on relief, and continuous rechecking on the broken employment periods of all members of the family, unless of course the policy of the relief agency is to allow the use of earnings as cash by the relief recipients. Contrasting the average earnings in these families with the relief allowances for families of these average sizes, it would appear, however, that, where carefully recorded, the earnings, though low, over a whole group, over a whole period would possibly aggregate a much greater total, than the taxed community, carrying a heavy relief load, could allow their families to retain merely as "cash in hand."

The contrasts in the groups seem to indicate certain trends. The "pre-depression" group, coming annually for relief, in presumably "good times," show a much higher average of larger families on lower income, with a low percentage of earnings from the father and the highest from the mother, and a need for relief extending almost the entire period for which the relief was available. The story would appear to be one of a group, continuously on the verge of destitution, living always on inadequate income, and thus thrown into direct dependence on social aid with the least seasonal fluctuation in employment, and likely with the least impact of any kind on income.

The second group show a smaller average family, a similar proportion of earnings from the father, but much less from the mother, the children assuming the highest proportion of earnings of any of the groups; the average weekly income is higher and the time on relief marked by less than that of the other groups. Here, the story would appear to be that of a group of fairly stable homes, scraping along admittedly, but at a much higher standard of life than the "relief regulars" of the first group, as witnessed by the higher average income, and the non-working of the mother. In ordinary times, or in the first stages of extraordinary pressure, they survive without aid: prolonged need forces them to seek outside help, but apparently, as indicated by the much lower aggregate average time in receipt of aid, only for as long as necessary.

The third group of yet smaller families would seem to indicate yet a higher standard of family life, as witnessed by the higher income, the lower percentage of employment of mothers and children, and the much higher earnings of the father. The late period in the depression, at which they sought aid, and the higher percentage of other sources of income (likely relatives), together with the shorter period on relief would

suggest a stable, self-respecting group, attempting and able to "last out" conditions of considerable intensity and duration, but forced at last to seek social aid. The statistics would suggest possibly longer school attendance for the children, and consequently, combined with the shorter working periods, difficulty in getting them into employment in these later stages of the depression.

FAMILIES WITHOUT INCOME.

The two hundred families who showed no income whatever during the time on relief formed 9.4% of the first group, 11.6% of the second group and 19% of the third group, the average family consisting of 4.49, 3.83, and 3.07 persons, respectively. The average age of the heads of the families were 42.3 years in the first group, 39.2 in the second group, 36.8 in the third group—an average age of 38.6 years, disturbingly young in such conditions. The normal occupations of the heads of these two hundred families covered fifty different classifications, with laborers providing 29.5% of the whole, followed by machinists with 8%, clerks with 5% and the remainder scattered in 47 other groups, largely representative of construction and building trades and skilled mechanics. Contrary to what one would expect, the laborers formed a much larger percentage in the second and third groups than in the first, but the skilled machinists, etc., are more numerous, as one would expect in the third group. The age of the laborers is markedly lower, however, in the third group, 33.7 years average, against 38.2 years in the second and 48.5 years in the first group,—relationships that seem to justify or reinforce at least, our primary inference that this first group represent a more or less permanently dependent, or at best semi-dependent group, while the other two groups portray families struggling strenuously to keep their feet in the steadily rising and increasingly tumultuous waters of the last three years in the economic seas.

CONCLUSIONS.

The lights that play across the whole picture would seem to point to three or four questions of fundamental import,—the increasingly lower age at which the worker appears to become industrially displaced by the younger workman, or even his own children; the necessity for establishing a minimum wage, for the ordinary, low-paid workman; the urge for organization and "decasualization" of the unskilled and casual labourer through the integration of employment services; the evolution of a frankly admitted system of "poor relief" maintenance for the unemployable, and perhaps most insistently, calculation of the minimum wage, on the basis of inclusion of provision for premiums under a compulsory, contributory plan of unemployment insurance.

THE MONTREAL TRAINING SCHEME FOR UNEMPLOYED GIRLS.

THE COOK GENERAL COURSE.

During the winter of 1933 twenty-four girls were trained as cook generals. They were carefully picked being chosen for their suitability for the work and their appearance (trimness). No girl was urged to

take the course, since a desire to do a thing is an essential factor in success, and it was felt that girls coerced would not react successfully to the experiment. Some of the girls had never worked before and others had had experience in business, shops, factories or in doing some kind of domestic work. They ranged in age from 17 to 25, the average age being about 19 years.

The teacher was a Domestic Science graduate who had had considerable experience in a large club where she had had the supervision of maids, and thus she knew the practical as well as the theoretical side of the work.

The course lasted four weeks, daily from 9 a.m. to 4 p.m. with a half day session on Saturday. Twice during the course the girls were sent out to the home of some interested person to do a day's work such as they would likely be required to do later on. This person reported to the teacher, which helped in trying to estimate their ability and degree of adaptability and gave assistance in correcting faults. The course covered a general routine of house work, as much plain cooking as possible, table service and household etiquette. It was given in the Y.W.C.A. building and the Y equipment was used for purposes of demonstration.

The girls were placed immediately on completion of their course and reports to date state that they are giving complete satisfaction.

In the same way a considerable number of waitresses were trained, who work part time on call. These girls were all registered as out of work and most of them either required financial assistance or would have very shortly. Care was taken in placing the girls, to find sympathetic employers who would continue the training so that what they had learned might not be lost and also that they might not become discouraged by being placed in a position where they were being exploited.

THE SEWING SHOP.

In most cases it saved the self-respect of a girl if she felt that she was earning the money, given her for relief. Whenever circumstances warranted it, when a girl came to the Y. destitute she was placed under the supervision of an experienced seamstress where she worked in a room set aside for that purpose from 9.30 a.m. until 4 p.m., five days a week. She was paid a salary of 75 cents or a \$1.00 a day, given a substantial noon meal and a substantial tea, allowing her to live on her earnings as she herself felt wisest and best. Orders were solicited for sewing from other organizations and from individuals for which a small fee was charged which assisted with the financing. Special precautions were taken, however, not to harm other industries or to take work from anyone else. Work was also undertaken for the Emergency Unemployment Relief Fund for which payment was made.

This has been a very satisfactory experiment and has not only offered relief but retained the self-respect of the girls, has improved their spirits and morale and given them some very useful instruction in needle work. We average twenty-five girls in the work room at one time and have paid for 1,357 days' work since the first of January, to which of course must be added the days' work given last year.

(This brief outline of the Montreal scheme was made by Miss F. Postill, General Secretary of the Montreal Y.W.C.A., to meet enquiries following the Ottawa Conference on Unemployment Relief).



COMMUNITY ORGANIZATION

THE HALIFAX SET-UP.

("Child and Family Welfare" is indebted to Miss H. R. Ogden, General Secretary of the Halifax Welfare Bureau, and Mr. E. A. Saunders, Secretary of the Halifax Direct Relief Committee for the information in the following article).

THE UNEMPLOYMENT AND RELIEF COMMITTEES.

Unemployment and unemployment relief in the city of Halifax are under the supervision of two separate Committees, related however through the same secretary, who is also secretary of the Board of Trade. The City Council is represented on both committees.

The Unemployment Committee is composed of representatives of the Association for Improving the Condition of the Poor, the St. Vincent de Paul Society, the Great War Veterans groups, and the City Council. Unless known to the Committee, all applicants for unemployment relief are referred to the Halifax Welfare Bureau for inquiry and report.

The Direct Relief Committee supervises the administration of direct relief and consists of representatives of the Association for Improving the Condition of the Poor, the St. Vincent de Paul Society, the Salvation Army, the Ministerial Association, the Veterans, the Trades and Labour Council, the Red Cross Society, and the City Council. The Relief Office is under the direction of this Committee, with a manager, three assistants, a detective, and a member of the city police forming the staff together with representatives of the Association for Improving the Condition of the Poor, and the St. Vincent de Paul Society.

THE WELFARE BUREAU.

Some seventeen years ago there was established in Halifax an organization known as the Bureau of Social Service. Later the name was changed to the Halifax Welfare Bureau. For several years the work was done in and from the Old Dispensary Building, Brunswick Street. On November 1st, 1924, in order to co-operate with the Dalhousie Public Health Clinic, the Halifax Welfare Bureau Offices were moved to that Building, for the purpose of interviewing the patients who attended the various clinics. At these interviews the social and financial problems presented were wholly the responsibility of the social workers of the Bureau, health and social workers consulting together in dealing with their common interest, the family. Here the work was carried on, until October 1st, 1931, when the Bureau was asked by the Directors of the Association for Improving the Condition of the Poor to move to their building, as it was felt that the offices were too far away from the clients, and that the work should be nearer the people. The work is still carried on in the building owned by the Association for Improving the Condition of the Poor. For years the Bureau had been investigating cases for that organization working along most harmonious lines of assistance and co-operation.

For Halifax the Great Explosion of 1917 marks in many respects the beginning of a new era. This is peculiarly true in regard to social

work. There had been very little employment even prior to the explosion and consequently the number of unemployed applying to organizations, churches and individuals had been at times appalling. More people had to be assisted in proportion to the population over a longer time than had been the case in any other city of Canada. As Miss Ogden states: "We were compelled to give aid, feeling all the while that we were establishing a precedent, encouraging laziness, lack of self-confidence and self-respect. This had a very serious effect on the personal life and attitudes of a very large number of people. Families were becoming so accustomed to receiving relief that before seeking work they asked for help. At the time of the explosion a great abundance of relief was poured unto the city from outside but this left a burden on the benevolence of the community when it ceased, and we readily recognized the necessity of scientific social work in connection with administration of relief, appreciating that there must be a close relationship between material relief giving and character building service."

Halifax is not an industrial city to the extent that is commonly the case in cities of its size. Halifax being a seaport, many Great Lake sailors come there waiting for ships, and some seeking employment. In 1931 the Government appropriated \$32,500.00 for relief of unemployment and the City gave work on sewer construction and widening and grading of streets to about 1200 men. Unfortunately the work was only temporary.

During the months of January, February and March 1931, the Association for Improving the Condition of the Poor functioned for relief purposes and co-operated with the Halifax Welfare Bureau, there being no outdoor City Relief. In addition to the Association for Improving the Condition of the Poor, the St. Vincent de Paul Society, the North End Mission and the Salvation Army gave relief. The Goodfellows' Club (sponsored by the "Halifax Mail") gave Christmas Dinners and supplied winter relief to special cases investigated and recommended by the Halifax Welfare Bureau. The Samaritan Club (sponsored by the "Halifax Daily Star") supplied orthopaedic appliances for crippled children. These cases were also investigated and recommended by the Halifax Welfare Bureau. The Salvation Army Hostel, the Y.M.C.A., and the Navy League cared for the homeless men. The Kiwanis Club rendered great assistance in supplying clothing, boots, etc., to under-privileged children. (These families were also recommended and cases investigated by the Halifax Welfare Bureau). Other service clubs co-operated with the Halifax Welfare Bureau.

This was the policy in force in Halifax for years, prior to the spring of 1932, when, because of the increase in unemployment due to the economic depression, a new system was organized under the two Committees already mentioned.

To obtain relief, the applicant must first apply to the Unemployment Committee for a card, and before receiving it his case is investigated. After receiving the card he applies to the Relief Committee for an order of groceries, etc. The order is based on the same scale as obtained in 1921-22, or the date of the last depression. At that time commodities were higher in price than to-day. A man and his wife receive an order for \$2.00 groceries per week, a loaf of bread and a pint of milk per day, and from three to six bags of coal a week; 25c. extra allowance is given for each child.

The orders for groceries are made on the wholesale distributors, who in turn place the name of retailer where the applicant goes for delivery. In this way the orders are distributed among the stores all over the City but the accounts for same are now down to seven or eight wholesale houses, thus making the bookkeeping very simple.

The City makes no allowances for rent. During the winter months fuel was given and now when a case has been thoroughly investigated and it is found necessary, fuel is supplied from the City. During the summer months the unemployed men have been cutting wood in stove lengths, thus relieving the Committee in the matter of coal orders, as the wood is sufficient for cooking. To assist in the payment of rents, the names of the unemployed are sent to the City Employment Office and an endeavor is made to give each man with family one week's work out of the four. Extra civic work is being carried on to make this possible.

As to the clothing allowance, during the winter months the City gave clothing, through the Red Cross, which organization did the distributing. Special orders are still given, through the Red Cross, by the City for certain articles of clothing.

The Association for Improving the Condition of the Poor, in addition to giving winter relief, has always given breakfasts to children of school age during the months of January, February and March. However, during this past winter they gave these breakfasts to every needy child, no matter of what age. There were three centres, two at the North End and one at the South End of the City, and the breakfasts were given from the beginning of January until the end of June. There were approximately 42,000 breakfasts served in 1933, an average of 360 per day.

The Alms House, known as the City Home, shelters the aged, the unemployable and the harmless insane, and is maintained by the City.

The Social Service Exchange is not operating in Halifax as yet, but the Halifax Welfare Bureau is being used to a great extent as a Confidential Exchange, and reports wonderful co-operation from organizations, service clubs and individuals.

THE FEDERAL RELIEF JOB IN THE UNITED STATES.

(A reprint of the summary of some of the main points in the programme, by Harry L. Hopkins, Federal Relief Administration—reprinted from *The Survey*, June 1933).

We propose to do a decent job for one purpose only—to get relief to the unemployed.

Relief stations are not cut-rate employment agencies where workers can be obtained at less than a self-supporting wage. The administration will not be a party to such attempts to take advantage of human distress.

This administration does not propose to subsidize a lot of miserable low wages around the United States or to starve people slowly with federal money and call it relief. It will not lend itself to pushing further down than they are the living standards of any community.

Our job is to relieve the unemployed, not to develop a big social-work organization. If better public welfare administration, state and

local, is a by-product, so much the better. But the job is unemployment relief.

There are four million families, probably eighteen million of our people, living today on public outdoor relief. If you believe that this can go on you're licked before you start. If I believed that it could or would go on I should approach the whole thing in a very different way.

People who get work on the roads should come from the relief lists. The great cities are going to get their share of workers on roads no matter how far we have to move them.

We do not propose to build up a large overhead organization. We shall have a small central staff in Washington, a statistical and research staff and a field staff—probably not more than fifty or sixty people in all. The real job must be done in the local communities and that is where we propose to have it done.

The states must bear a fair share of the cost of their own relief problems. The administration will meet any state halfway, will consider any reasonable proposition, but it will not be bluffed by the representatives of rich states threatening to shut up the relief stations.

Any state or local commission can pay rents or give medical service with federal funds if it wants to. It cannot use federal funds to pay for hospitalization or for the care of children in foster homes or institutions.

Proposals for aid to self-help or barter projects must come through state commissions. The administration will not deal with individuals nor with unofficial groups. It hopes that through state commissions some half-dozen projects in different places can be selected for experimentation with the aid of the best advice obtainable.

The administration is prepared to set aside fifteen or twenty million dollars for the care of transients. It will welcome from any state or group of states a proposed plan of treatment which, when and if approved, it will finance 100 percent. But the money so provided must and shall be used for transients and not for local people.

The policy that public funds must be administered by official public bodies must be interpreted realistically in various parts of the country. Hundreds of private agencies have offered their services in the administration of public funds. It would be a serious handicap to relief work if the abilities and the interests of these individuals were lost. But I would ask for their cooperation to the extent that these individuals be made public officials working under the control of public authority—state, county or city—and operating under the same fixed responsibility as obtains in the spending of federal funds for other purposes.

THE ADMINISTRATION OF CLOTHING RELIEF.



("Child and Family Welfare" is indebted to Mr. G. B. Clarke, and Miss Dorothy King, General Secretary and Supervisor, respectively, of the Montreal Family Welfare Association for assistance in the preparation of this article).

The provision of relief in the form of clothing present considerable difficulties. As an emergency measure it is not, in general, practicable to supply to needy families more than is absolutely necessary to ensure adequate protection of the human body and meet the minimum demands imposed by the customs and conventions of our times. This means that the provision made by emergency relief organizations must frequently fall below what most people would probably subscribe to as constituting reasonable individual equipment for the members of a self-supporting family, maintaining minimum standards of health and decency.

It has to be remembered, however, that no families are entirely destitute of clothing on application and that the available garments may often be reconditioned, inter-changed or altered to meet the needs of the family group. For such reasons requisitions for new clothing have to be considered individually and granted only after careful investigation and consideration in order that thrift may be encouraged and funds conserved.

The accompanying list suggests minimum individual requirements, based on age and sex, where garments must be provided in emergency relief situations. Agencies are undoubtedly justified in issuing any of the articles mentioned to meet an individual need.

It should be noted that:

- (a) Economy is best served by the purchase of articles of reasonably good quality.
- (b) As far as possible uniformity in articles, as regards style, colour, etc., should be avoided since their recognition as a relief issue is likely to cause unnecessary humiliation.
- (c) Boots should be fitted to the individual. This is particularly important in the case of children, as ill-fitting, unsuitable footwear may be the cause later of serious trouble in life.

If second-hand clothing is distributed this should meet the needs of the individual as regards quality, fit, cleanliness, etc. The giving of large quantities of unsuitable articles should be avoided, since this merely encourages waste.

It is sometimes forgotten that second-hand clothing cannot be expected to last as long as new articles of a similar quality.

MINIMUM CLOTHING SUPPLIES.

MEN

- 1 suit Combinations.
- 1 pr. boots, subject to investigator's report re boot repairs.
- 1 pr. storm rubbers.
- 1 outside winter shirt.
- 1 pr. trousers.
- 1 sweater.
- 1 pr. socks.
- 1 pr. heavy mitts.
- 1 pr. braces.
- 1 nightgown.

Extras Only.

Second pairs of socks and extra suits of underwear to be issued subsequently upon investigator's report.

Windbreaker or Mackinaw, and winter cap to be issued only in emergency cases as may be reported by investigator.

BOYS

- 1 suit winter underwear.
- 1 pr. boots.
- 1 pr. rubbers and boot repairing.
- 1 winter shirt.
- 1 pr. pants.
- 1 sweater.
- 1 pr. stockings.
- 1 pr. mitts.
- 1 pr. braces or belt.
- 1 nightgown.

Extras Only.

- 1 Mackinaw, Windbreaker or outside coat and cap if required on school report.

WOMEN

- 1 suit winter underwear or vest and bloomers.
- 1 pr. house boots (subject to repair of boots also).
- 1 pr. rubbers.
- 1 slip or petticoat.
- 1 warm skirt and blouse.
- 1 house dress.
- 1 pr. stockings.
- 1 pr. wool gloves.
- 1 sweater.
- 1 nightgown.

Extras Only.

- 1 Corsette.
- 1 Outside coat, if it is shown that the woman is working outside of the home and needs it.
- 1 wool or felt hat, in this above case only.

GIRLS

- 1 suit winter combinations, or vest and bloomers.
- 1 pr. boots (and shoe repairing).
- 1 pr. rubbers.
- 1 slip or petticoat.
- 1 wool skirt.
- Middy blouse or sweater.
- 1 pr. stockings.
- 1 pr. wool gloves.
- 1 Corsette or Waist.
- 1 Nightgown.

Extras Only.

- 1 outside coat and 1 felt hat if shown by investigator to be required for school attendance.

CHILDREN UNDER SCHOOL AGE.

- 1 suit underwear.
- 1 pr. boots and rubbers, with shoe repairing.
- 1 petticoat in case of little girls.
- 1 outside shirt in case of little boys.
- 1 warm dress for little girls.
- 1 pr. pants and sweater or 1 pr. overalls for little boys.
- 1 pr. stockings each.
- 1 pr. mitts each.

- 1 outside wool cap.
 - 1 pr. garters each.
 - 1 children's waist.
 - 1 nightgown each.
 - 1 suit heavy outside garments, if necessary for play outside.
- If play overalls or rompers are required, these should be provided, since these will save warmer clothing.



DELINQUENCY AND RELATED SERVICES

SHALL WE TRY THE BORSTAL SYSTEM IN CANADA

Mr. Harry Atkinson, head of the Provincial Training School for Boys in Manitoba, and chairman of the Division on Delinquency and Related Services in this Council has been spending a long-earned vacation in Britain. At our request, he has prepared the following article, based on his observation of the Borstal System in force in the old country.

To this we append a recent editorial paragraph appearing in *The Times Weekly*, August, 17, 1933.—Ed.

"Yes there 'as been many changes in England!" I got this on the authority of an old man with whom I chatted at Feltham, while waiting for the bus to take me down to the Borstal Institution "They are painting up the old sign of the Pub," he said, "Things are not as they used to be. The beer is no good. My old father brewed with malt. The stuff you buy now is made with chemicals. You can't get a decent drunk without a headache. Ay, times 'as changed!"

THE JUVENILE OFFENDER IN THE NINETEENTH CENTURY.

Even more significant changes have been brought about in Great Britain during the life of this old man. In 1819 a committee of the Glasgow Council submitted a report on crime which showed that the number of committals to Glasgow Bridewell (gaol) had risen from 388 per annum in 1809 to 1,443 per annum in 1818. The report states that the "peculiar characteristic of the dissolute society of that time is Juvenile Delinquency, keeping its inhabitants in constant alarm, disturbing their peace, and endangering their property. A great proportion of those convicted are 'tender in years though hoary in crime."

In the registers of the Police Commission of that time the following entries occur:

| Year.....Age | Sex | Offence | Sentence of the Court |
|--------------|--------|-------------------|-------------------------|
| 1828.....15 | Male | Theft | 7 Years Transportation. |
| 1829.....15 | " | " | 14 " |
| 1829.....13 | " | Fraud | 7 " " |
| 1841.....8 | " | Stole 6s. | 60 days imprisonment. |
| 1841.....10 | Female | Theft of currants | 60 " " |
| 1843.....11 | Male | Theft of | 14 days imprisonment. |
| 1843.....13 | " | apples | |
| 1843.....13 | " | from garden | |

At this time a report of the condition of the gaols contains the following passage: "The gaols in many of the burghs are still in a state utterly unfit for the reception and detention of prisoners. They are neither secure nor healthful places of confinement, nor placed under the charge of proper gaolers."

In his book, "The Police Court and its Work" Mr. H. T. Waddy, says: "The old Session Papers are the reports of the proceedings in criminal cases tried at Old Bailey. You may take any volume, say, between the years 1800 and 1825 and find with certainty the record of some young person under 16 years receiving a sentence of death or transportation for some trivial offence, which in modern days would be punished by some small fine or dealt with under the Probation Act."

The Author of "Old Bailey Experiences," printed in 1835, says: "Nothing can be more absurd than the passing of sentence of death on boys under 14 years of age for petty offences. I have known of five in one session in this awful situation; one for stealing a comb almost valueless, two for a child's sixpenny story book, another for a man's stock and the fifth for pawning his mother's shawl. In four of these cases the lads put their hands through a broken pane of glass in a shop window and stole articles for which they were sentenced to death and subsequently transported for life. This act in legal technicality is house breaking."

EARLY REFORMS.

In 1838 the boys' prison at Parkhurst was established, to which boys under 16 years sentenced to transportation were sent and even there, they were guarded by warders with fixed bayonets. If one visits the gaols of this period, with Dickens or Charles Reade, he will see the terrible conditions into which young children were put when they got into trouble. Through the influence and work of Matthew Hill and Mary Carpenter the first reformatory schools were organized and in 1854 the Reformatory Act was passed. Agricultural training as a means of influencing character was given great emphasis by the leaders of this movement so that 17 of the 22 reformatory schools which now exist in Great Britain still carry on farming; though modern implements have replaced the hard labor with spades, the spade was at that time thought to be necessary for the cultivation of both land and character.

The first "Industrial schools" were established in 1841 and by 1862 there were four of them in Aberdeen, Scotland. These schools differed from the ordinary schools in that the children were fed, kept all day and given some industrial training. They were provided primarily to meet the needs of destitute and erring children, but they played an important part in reducing the number of juveniles between the ages of 14 and 16 years committed to prison. The number of offenders within these ages committed to Edinburgh prison decreased from 542 in 1848 to 227 in 1851. The governor of that prison stated that, "he had no doubt that the ragged industrial schools had been the principal agents in producing this result." In 1854 an act was passed to provide for the legal detention and training of children in these schools.

"CERTIFIED SCHOOLS"

The early history of the Reformatory and the Industrial school movement is the inspiring story of men and women to whom destitution and neglect, deplorable social conditions and the imprisonment of mere children made an irresistible appeal. At first there was a distinction between these two types of schools; today however the types of children in the two schools are very similar. Committal to a reformatory school involves a conviction, committal to an industrial school involves neglect

and dependence. There is no important difference in the regimen of either type of school which cannot be accounted for by the difference of age. These schools are now under the department of education and are known as "certified schools." In recent years more than forty have been closed either through lack of children, or of funds or failure to come up to the standard set by the Home Office.

"BORSTAL".

With these young children gradually being taken care of, it was felt that some attention should be given to the youth above school age who was getting into trouble and being sent to gaol. Towards the end of the last century, it was felt that the penal system made no provision for the youth of 16 to 21 years who was in danger of drifting into a life of crime. The Borstal system was introduced to meet this need. The Times (Oct. 16th, 1923) describes its origin as follows:—

"Today, twenty-one years ago, as the daylight faded on the hills above Chatham, a small group of lads, handcuffed and chained as the manner was, stood with their warders before the gates of the great convict prison of Borstal. Eyes looked at them through a grille, and the great doors opened heavily and closed behind them, and the Borstal system was born. A few cells were allotted to them, ill-lighted, worse heated,—and in these, surrounded by the clang and rattle of the old system, began the new experiment of segregation of young offenders from the old, under such discipline and moral influences, and with such industrial and other instruction (to quote the act) as would conduce to their reformation and the prevention of crime.

Time passes . . . Presently the convicts were swept away and the growing colony of lads was left with a great prison to destroy and a great reformatory to build: dingy cells vanished in a cloud of dust, and the hands of the lads, now first learning to work, built new halls and gymnasias and workshops and laid out playgrounds and beds of flowers.

In 1908 the Borstal treatment received the sanction of Parliament. The object of the Government in establishing these institutions was to reform an offender who had embarked on a life of crime but who was still plastic and receptive, and to do so by means of training and discipline of body, mind and character; and so to get rid of anti-social tendencies and to restore self-respect where it had been lost. The fundamental principle in Borstal is training and the assumption that there is something in every boy to which an appeal can be made.

THE BORSTAL TRAINING.

A memorandum recently sent out to the magistrates by the Home Office describes the training in the following terms:—

"The aim is to give young offenders, whose minds and characters are still plastic, a new outlook and a new bent and, by the personal influence and example of the staff, to create a corporate spirit and a standard of social behaviour while in the institution which may persist after release; to inculcate in the workshops habits of application and industry; to stimulate intelligence and enlarge

interests; and in sport and games to develop loyalty and the spirit of fair play. To achieve these ends it is necessary to require much work and to give much training, to allow and encourage recreation and to accord a measure of freedom, reposing trust in the individual which shall increase as time goes by, so that each day may not only be fully occupied but see some progress made in the general process of building up a stabler character.

"The active day is 15 hours; it begins for males with physical training, then eight hours work is done in a workshop or with an outdoor working party; then come two hours of school or study. The work-shop courses are in wood-working trades, metal trades and minor trades. They are directed to the training of hand and eye in the use of the simpler forms of power machinery, so that a two years' course may fit a young man for a place in the outside world as 'improver'. Others who are not fit for training in skilled work, are trained in unskilled manual work according to their capacity."

Persons who are convicted on indictment of an offence for which they are liable to penal servitude and who are not younger than 16 years, or over 21 years of age and who by bad habits are likely to become criminals can be sent to one of the Borstal Institutions, for a period of not less than two years or more than three. In either case a year's supervision follows the expiration of the term. A license can be granted to a boy any time after six months, and to a girl after three months. This license covers the year's supervision as well as the unexpired portion of the term. The license may be revoked upon a fresh offence or unsatisfactory conduct.

The Institutions are at Borstal, Feltham, and Portland in England and Polmont, Scotland, for boys, and at Aylesbury, for girls.

A detached portion of Wormwood Scrubs prison has been set apart as an institution for boys whose licenses have been revoked.

At all these institutions the gates stand open all day long. The boys are not confined within the walls but many work outside and move about the estate in conditions of freedom. On the occasion of my visit to Feltham, the boys had just returned from a ten day camp under canvas, near the sea. These annual camps are the reward of good conduct and are greatly prized, and the parties seldom fail to return to the institution one hundred strong.

PRIOR INVESTIGATION.

Before a person is sentenced to Borstal training great care is taken to get a complete picture of the boy, his home, the community and his record at school and court. (These facts are gathered without undue delay). He is examined mentally and physically, and if in the light of all these facts it is apparent that he is in the need of training, the decision is made to commit.

Great difficulty was at first experienced in this work by the mistaken leniency of some of the magistrates, who would fail to send the boys for Borstal training until it was almost too late. Stress has been laid on the need of training as apparent from the facts of the investigation rather than as indicated by the enormity of the crime. Instructions from the Secretary of State, recently sent out to the magistrates point

out the difficulties which arise for the boy himself and for the work of the institution and which impair its chances of success, if committal is delayed too long. A procedure that allows a boy to come before the court five or six times, before taking steps to discipline and train him discounts the chances of success materially and where this occurs the court is not considered to be functioning properly. A judge who gives a boy 'another chance' when all the facts of the case call for treatment is merely giving him 'another chance' to become more confirmed in his criminal habits.

PROCEDURE ON COMMITTAL.

Upon committal the boys are sent to a reception unit at Wandsworth prison. This is governed as a separate unit by a Medical Officer whose duty it is to make a careful record of each lad's history and characteristics, first to determine to which particular institution he shall be sent, and secondly for the guidance of the authorities of that institution. He and his assistants are doing valuable work in collecting data bearing on the causes of delinquency.

Each institution is equipped in staff and buildings to deal with a particular type. The older and more difficult cases, the younger, and the subnormal types are all sent to different institutions. The organization is based on the House plan, manned by its own staff of house-master, assistant, principal officer, two house officers and a matron. There are four houses in each unit containing about sixty boys each. These houses even are often broken up into smaller units for rivalry in games, etc. Special grade boys are chosen as leaders. Trade teaching is done by two qualified teachers in the evenings.

THE REGIMEN WITHIN BORSTAL.

Upon entrance, new boys are put in the "recruits' class", where they remain three months, doing fatigue work and attending educational classes. After leaving the recruits' class, a boy enters the second grade and privileges are granted according to a carefully graded system of marks, and promotion to the first class depends on earning a definite number of marks and on certain other considerations.

The system of marks is supervised by a joint board of the chief officials who consider all cases for promotion from one class to another. Good conduct badges are awarded, under conditions, to those in the first class.

When a boy enters the second class he is allowed the choice of a trade at which he works until he leaves the institution. If a wrong choice is made it can be changed on adequate grounds. Normally inmates are recommended for license after about two years, but in practice they are not released on license until work is found for them.

AFTER CARE.

Efficient after-care is necessary. All children whether released from 'Certified schools' or Borstal Institutions remain under the control of the authorities which release them for one year. The whole value of an expensive training may be thrown away if help and direction are not given to the boy or girl at this most critical time. The after-care of those released from Borstal is entrusted to the Borstal Association.

This is a voluntary body supported both by private and government funds. While its central office is in London its branches are to be found throughout the country. Every inmate is seen by a representative of this association during his stay in the institution and arrangements are made for his future. On his discharge he is found employment if possible and in any case he is placed in suitable lodgings and he receives help and advice from his supervisor. This association is doing good work in the difficult task of rehabilitation. Various studies which have been made of the results of Borstal Training indicated that while some of the boys get into trouble once during the earlier period of their freedom, 65% of them make good.

STAFF.

The strongest feature of this work is the high standard of the staff of these institutions. They are civil servants but there is no political interference. A graded scale of salary advancement tends to make the work more permanent. A high standard of efficiency and character is required. Having tea with the house masters in one institution I learned incidentally that most of them were university men. They had a wholesome view of life and were keenly interested in the individual problems presented by the boys. The success of this movement depends on personal influence and individual knowledge. Mass training will not help here. A change in character and outlook is needed if the boy is to stand firm against the temptations of the "old gang" on the street corner, when he has returned to his lodgings at the end of the day of hard and perhaps uncongenial labor. The happy relationships between the staff and the pupils is the back-bone of this work and it goes a long way towards keeping the boy straight during the earlier period of freedom. Letters and visits from the staff are greatly appreciated by the boys outside.

IS THE SYSTEM APPLICABLE HERE?

Should we try the Borstal System in Canada? Emphatically "Yes". While most of our reform schools are doing excellent work with the younger delinquents, little or nothing is being done for the older boy or girl who breaks the law. Our magistrates are often in a dilemma as to what action to take in regard to the youth who needs discipline. He is too old to be sent to a school and to send him to jail may throw him into contact with the flotsam and jetsam of our city life. Here he will sit and gossip in idleness until the time of his release and come out worse than he went in.

As an alternative, there is nothing else for the magistrate to do but to send him to one of the penitentiaries: here he associates with the most difficult type of criminal behaviour and is not improved by the contact. He is subjected to mass treatment and paroled without having the experience of personal and happy relationship between himself and the staff. His intimate contact with the older men cannot fail to influence his thought and conduct. Life is unconsciously shaped by personal contacts.

With so many young people under 21 years of age in our jails and penitentiaries it is imperative that some provision be made for their treatment and training. So successful has this work been in Great Britain in reducing crime and saving youth that the standing committee

who have this work under constant review are strongly urging that the age be raised so as to include the youth up to twenty-three years of age.

AFTER BORSTAL.

(Extract from editorial in *The Times Weekly*, Aug. 17, 1933).

It is not surprising to learn that boys discharged from Borstal institutions have lately been hard to place in jobs. Employers have been willing; but the obstinate fact persists that, for no matter whom, jobs are not easy to come by. The Borstal Association annual report comments sadly on this, for after two years' training in habits of work and self-control it is vital that such habits should be continued, and that the boys should not be "subjected to the intolerable strain of many months of unemployment, with relaxation of fibre, absence of pocket money, and exposure to the unwholesome atmosphere of unemployment queues." It certainly speaks well for the association's labours that, in 1932, 678 out of 774 boys discharged were found jobs. The report adds that the physical and mental condition of many boys made it a perpetual struggle to keep them up to the speed required by modern life.

THE ONTARIO TRAINING SCHOOL FOR GIRLS.

September saw the opening of the new Provincial Training School for Girls situated near Galt, Ontario, in Waterloo County.

The school is modelled on the principle of the Ontario Training School for Boys at Bowmanville where care is given to problem adolescents of .80 I.Q. or higher, admitted to care on application of the parents or guardians or social agency, but not through court order. Impressed with the success of the Boys' School, the Hon. W. G. Martin, Minister of Ontario's recently formed Department of Public Welfare, planned the creation of a similar school for girls presenting behaviour problems. A group of interested citizens in Waterloo County, by private subscription purchased the site of forty acres in the Township of Dumfries and offered this as the location of the new school.

During 1931, Mr. Martin visited several of the best known schools of this type in the United States studying the details of plant and administration.

The plant was planned on the basis of caring eventually for 150 pupils and in January 1932, the Ontario Government assented to the construction of the first unit consisting of a school building providing for academic and occupational training, two self-contained cottages each to accommodate twenty-five girls, and a reception hospital in which the administrative offices are situated.

Construction was undertaken in April 1932 and the School was opened on September the sixth, 1933, by Mrs. Bruce, wife of the Lieutenant Governor of Ontario and after whom the auditorium building is named. The other three buildings will bear the names of the wife of the Premier, of the Minister of Public Welfare, and of the Chairman of the Advisory Training Schools Committee, namely, the Ketha Henry, the May Martin, and the Florence Schofield Halls.

The school is situated on a gradually rising slope bordered by a wooded ravine. The school and cottages are laid out so that they front

on a large oval, affording playgrounds for the girls. The school buildings stand at the western end. The latter contains five class rooms, a lantern room, and an excellent auditorium which serves also as a gymnasium.

The cottages are "L" shaped in design, each being a self-contained unit comprising a basement playroom, a tiled kitchen provided with modern equipment, an airy dining room and a spacious living room with a fireplace; twenty-five bedrooms, one for each girl are arranged along the upper and lower corridors. Each cottage contains a suite for the cottage matron and accommodation for resident members of the staff.

The administration building contains the Superintendent's office and suite, a hospital ward of four cots, two isolation rooms and a nurse's suite. The entire plan is designed to provide for ultimate expansion and to date has involved an expenditure of \$280,000.00.

The staff has been selected primarily from the point of view of technical instruction from women with professional experience in the teaching field and as far as possible, in the interests of economy, appointments were effected by transfers from other Departments, but this consideration was not made paramount to that of fitness and quality for the work on hand.

The Superintendent is Miss E. I. McKim, former Director of Girls work, Technical Schools of Ontario and Lecturer in Teaching Methods, Ontario Training College for Technical Teachers, Hamilton, Ontario.

The teaching staff consists of,—Domestic Science, Miss H. Lacey, B.H.Sc., Toronto University, Post Graduate work in Dietetics and three years teaching experience Kemptville Agricultural School;—Household Arts—Miss Grace Cooley, B.A., Toronto, who holds the following certificates, High School Assistants Certificate, Teacher's certificate, Household Arts, Ontario Training College for Technical Teachers, Hamilton, Ontario;—Physical Culture—Miss Madge Brewster, Brantford, Ontario, a graduate of the Margaret Eaton School of Expression and former Director of Physical Education, Macdonald Hall, Guelph, Ont.;—Matron-Nurse—Miss Gladys Phelps, Reg. N., who went overseas with the Canadian Army Medical Corps, and was later Resident Nurse, Annesley Hall, Victoria University, Toronto, Ont.;—Academic Subjects—Miss Margaret Berney, holding First Class Interim Certificate, Hamilton Normal School and with special training in Art;—Secretary—Miss Merle Tisdall, who was transferred from the Provincial Department of Northern Development.

The mechanical staff includes a gardener and an engineer, the former being transferred from Government House, Toronto and the latter from the Boys' School at Bowmanville.

The School opened with fifteen pupils of varying ages in attendance and Ontario places one more stone in the wall of her child protection and welfare defences.

THE NOVA SCOTIA TRAINING SCHOOL.

The Fourth Annual Report of this newest of the Provincial Training Schools for the Mentally Defective has just been received and indicates the rapid progress which has been made by this institution which, established only four years ago, now has 62 boys and 77 girls in care. The operating costs of the school approximate roughly \$45,000.00 per annum, with maintenance from municipalities and the families of the students in care providing roughly \$25,000.00, the province \$17,000.00 to \$18,000.00 of the revenue, and the balance accruing from general sources.



LEISURE TIME AND EDUCATIVE ACTIVITIES

COMMUNITY CLUBS FOR BOYS AND COMMUNITY CLUBS FOR GIRLS.

(through the courtesy of Mr. Peter Lowe, Secretary, The Winnipeg Foundation).

Community Clubs for Boys and for Girls are not new in the city of Winnipeg or to many of the other large cities of Canada. A limited amount of such work had been done by some of the Service Clubs through their welfare committees, but in the spring of 1930 at the instigation of the Winnipeg Foundation, an effort was made to coordinate, cooperate and advance the movement. A conference was held of representatives of all the Service Clubs then interested, as well as of others whom it was thought could be interested. The Y.M.C.A. and the Y.W.C.A. also had representatives attend as their organizations were the source of the supply of the actual workers attached to the Clubs, whether voluntary or paid.

RESULTS OF CONFERENCE.

The Conference resulted in:—

- 1st. A decision to accelerate and enlarge the work being done.
- 2nd. A plan to zone the City into spheres of influence, zones being allotted to the Service Clubs in accordance with their ability to support the work being undertaken. (The Rotary, Kiwanis, Lions, Cosmopolitan, and Kinsman Service Clubs have each undertaken work in their respective zones.)
- 3rd The creation of a Central Committee on Community Clubs for Boys made up of accredited representatives from the Service Clubs, the Y.M.C.A., and other interested bodies, for the purpose of pooling information, suggestions, etc., and uniformity of procedure throughout. (This body meets once a month or more frequently if necessary).
- 4th. The creation of a Central Committee on Community Clubs for Girls for the same purposes.
- 5th. The appointment of a General Supervisor employed by the Y.M.C.A., but paid by the Winnipeg Foundation, who was responsible for the subsidiary club workers and became the point of contact with the Welfare Committees of the Service Clubs. The General Supervisor also became responsible for the investigation of areas where it was thought necessary to establish clubs and timed the organization of the Club with the ability of the Service Club having the particular zone to take up sponsorship. (Sponsorship entails the employment of one or more part time workers as well as contacting several of their members to attend all functions of the Club).

WHO ARE THE COMMUNITY CLUBS DESIGNED TO REACH?

An examination of the agencies and influences that are now at work to make better citizens of our boys and girls, outside of course of the influence of the home, reveals.—

- (1) The School.
- (2) The Church and Sunday School, including C.G.I.T., Trail Rangers, Tuxis, etc.
- (3) The Y.M.C.A., Y.W.C.A., Boy Scouts, Girl Guides, etc., etc.

All these agencies and influences are at work, each performing an outstanding service in the modeling and shaping of our youth, but after a thorough study it will be found that although these agencies touch many strata of society, they do not reach underprivileged boys and girls in anything like full measure. It is, therefore, highly significant that the Winnipeg movement is designed to reach, first and foremost, under-privileged boys and girls.

The movement gathers those who roam the streets, those who congregate in gangs, around stores, pool rooms and other "hang-outs." It brings these stray boys and girls, groups and gangs, who are not touched by any other agency, into well organized, closely bound neighborhood clubs.

AIM OF CLUB WORK.

Through the sponsorship of the Service Club and the individual Service Club members who are attached to each Club and the paid workers, these Clubs are provided with a sense of purpose and direction in their organization and activities; they develop, and endeavor to maintain, an accepted standard of conduct and provide opportunities in abundance for boys and girls to propagate habits of good citizenship.

APPROACH TO GROUPS AND CLUBS.

While the approach to these groups and clubs is through games, skating rinks, leagues and club affairs, etc., it must be borne in mind that these activities only serve to bind the interest of the groups to the larger purpose of creating a wholesome sense of responsibility to the community and a proper attitude and outlook on life itself.

FORMATION OF CLUBS.

After a group or gang is contacted, the formation of a club is suggested and preliminary meetings are held for the purpose of increasing the number of the group until the maximum set is reached. The number of members in each club ranges from 35 to 100, a group of 50 to 60 being regarded as the most satisfactorily handled. It is usual to divide the larger Clubs into senior and junior sections.

The name of the club is selected but each club is prefixed with the word "Canadian".

The members under the guidance of their supervisors elect their own officers and executive, generally of six or seven members,—a president, vice-president, secretary, treasurer, sports captain, etc.

The executive draw up and submit to a meeting the rules of conduct of the members. They usually include the following;—

- (1) No smoking under 16 years of age.
- (2) No disorderly conduct.
- (3) No truancy from school.
- (4) No swearing.
- (5) No stealing.
- (6) No gambling.

The members pledge themselves to obey the rules set up by the club, and are subject to discipline or dismissal by the club, if they do not. If any offences are committed by club members suitable treatment is very often meted out by the members themselves who are most anxious to maintain the good name of their club.

The club is "nursed along" until such time as its personnel is such that it is able to take its part in the general activities arranged in the zone or area in which it is located, as well as such special features as are set up by the Central Committee on this work.

PLACE OF MEETING.

Through the cooperation of the School Board it has been possible to use Public School buildings for club meetings, etc. At present this entails 17 appointments per week, involving 46 hours of use. The appointments extend over the period from October to April inclusive.

ACTIVITIES.

Quoted from the general supervisor's report for the year ended 30th of April, 1932; these include;—

"Socials, dances, shows, picnics, banquets to the number of 49 with a total attendance of 11,191 people served to relieve the ordinary programme of gymnasium, athletics and club meetings.

Rinks were built by the boys themselves for 11 clubs and equipped by the Service Clubs concerned. In most cases this involved the supplying of a box-car or shack, the side-boarding, the electric light fixtures, and obtaining free floods and free power.

During the season 596 club meetings were held with a total attendance of 16,203 boys.* These meetings involved not only good fellowship and games, but also the purposeful planning of the activities and affairs of the club during the year. To many boys these club nights became the big event of the week and in many cases it was noticed that there was a gradual "sprucing up" in their clothing and the care exercised in their general appearance.

Special hikes and trips numbered 37 with a total of 925 boys present. These were of varying nature from mocassin hikes to the more serious trips through industrial and educational institutions.

Two hundred and nine gym classes were conducted with an attendance of 5,798 boys. These were gym classes held distinct from club meetings which in some cases had not proper accommodation available for gym work. Most of this class work was done at the Junior High Schools.

In the various leagues run off during the year there were 193 teams entered with 7,016 boys competing in 357 different games. Here again these leagues referred to are inter-club leagues and not leagues picked

* The 1933 figures, just to hand, report 824 such meetings with 20,715 boys in attendance. Gym classes jumped to 437 sessions with 9,904 participants. Parallel expansion marked every field of activity.

up among members of individual clubs. The leagues were handled by the organization of the boys entirely.

Teaching of music and dramatics involved the holding of 197 meetings or practices and a total attendance of 4,130 boys.

The community swims held at the Y.M.C.A. on Saturday afternoons served 4,445 boys during the year.

The Kiwanis Sunday meeting was carried on each Sunday during the season with attendance averaging about 150 boys. Excellent programmes and fine talks of an inspirational character were given. The bi-monthly Rotary meetings continue and average about 125 in attendance and are very fine from every point of view."

The report on the work for the year ending the 30th of April, 1933, will be available shortly and will show a large increase in the work undertaken and the number of boys served.

OLDER BOYS CONFERENCE.

Under the auspices of the Central Committee an Older Boys Conference is an annual feature each spring and attracts a good registration of boys. Each club is permitted to send four members as delegates. A theme for discussion and study is chosen, "unemployment" being the 1932 theme. A good programme of outstanding speakers is arranged; the body of delegates is broken up into discussion groups under capable leaders, each taking some angle of the theme presented by the main speakers for closer study. The conference is held over a week-end in late April, usually at the Agricultural College where up-to-date facilities are available to meet every need.

SUMMER CAMP (BOYS).

A summer camp (Camp Manitou) is operated under the control of the Central Committee. The camp is along the Assiniboine River, within twelve miles of the City of Winnipeg, thus obviating transportation difficulties. Over the past few years each Service Club interested has budgeted a fair amount for increasing the facilities of the camp and it now gives promise of becoming permanent. In the six weeks period the camp is capable of taking care of 500 boys including staff and leaders. A camp savings plan is inaugurated early in each year to encourage the boys in gaining their holiday. More than sixty per cent of the boys succeed in meeting their full cost in this way, while 28% paid their way in part (some almost in full) and the remainder of 12% were unable to make any payment. The deficiency is taken up by the Service Clubs, but those not making payment are investigated before being permitted to go to camp and are drawn from bona fide needy cases.

SUMMER CAMP (GIRLS).

The Lions' Club Camp on the Whitemouth River is used for the girls. Accommodation is limited and approximately 100 girls are taken care of during each July. The camp savings plans and other features in operation at the boys camp are employed.

GENERAL.

The Community Club movement is directed in such a way that the boys and girls are encouraged to help themselves. While it may be

necessary in the early stages of a club for the Service Club to make expenditures for baseball, hockey, rink, grounds or other equipment, this is only done by way of loans and advances. The clubs are shown the way, by their Service Club sponsors, to gain funds for their activities and, as far as possible, they pay their own way.

Up to the present there are some 25 boys clubs and 12 girls clubs in operation. The future will largely be given to consolidating the advances made and the formation of new clubs in key centres only. There has been observed throughout the City a rapid growth of other unaffiliated groups or neighborhood clubs who, through close imitation of the organization of the affiliated groups, have been able to develop organizations of considerable value. It is pleasing to see the movement grow in this way as there is a limit to the number of clubs that can be sponsored by the Service Clubs.

It is the policy of the work to deal fundamentally with boys between the ages of 12-20 and, in the case of clubs of older boys, the emphasis is placed on the service which they can render to groups of younger boys in their neighborhood.

When the co-operative movement started a large number of paid part-time instructors were used. Since the fall of 1932 practically all the part-time paid workers have been dispensed with and three full-time workers employed to care for the boys work in the North, Central and South areas respectively. Similarly in the work with the clubs for girls two full-time workers are now employed.

The Clubs may now be said to have passed the experimental stage, and it may reasonably be claimed that they have definitely realized certain objectives of community value:—

- (1) Gathering stray boys and girls and small scattered groups into well organized, closely bound neighborhood clubs.
- (2) Providing these clubs with a sense of purpose and direction in their organization and activities.
- (3) Developing the natural capacity of our boys and girls to organize themselves around a crusade or mission.
- (4) Developing the ability to maintain, in their clubs, accepted standards of conduct and to exercise group control over recalcitrant members.
- (5) Providing opportunity to express personality and individuality in many varied activities such as music, drama, library, games, lectures, debates, educational trips and leadership of younger boys and girls.
- (6) Providing a programme of interesting and educational activities for boys and girls who would in most cases be roaming the streets.
- (7) Providing opportunities in abundance to develop habits of good citizenship.
- (8) Giving responsibility to the boys and girls for the operation and maintenance of their skating rinks, leagues and club affairs.
- (9) Developing in the neighborhoods a friendly interest, on the part of parents and small business men, in the Clubs and the efforts of the boys and girls.

- (10) Appealing to the adventurous spirit of youth through hard competitive games, camping, etc., and so defeating the tendencies to vandalism and truancy.
- (11) Giving boys and girls the opportunity to keep "off the streets" and "out of trouble".
- (12) Making integrated social groups and clubs, from anti-social gangs.

NOTES

RECENT PUBLICATIONS.

THE RURAL COMMUNITY AND SOCIAL CASE WORK.

Josephine C. Brown,—published by the Family Welfare Association of America.

Can social case work methods be practically applied to wide units of rural communities? If so, how? What form of organization could administer such ventures? How and where can the full-time executive function?

To these and a hundred other questions that arise in consideration of the adaptation of successful urban social work methods to "the small and rural community" Miss Brown offers practical and concise solutions in this compact and readable volume, that should ultimately stand in the development of rural social work in the United States as a companion volume to Mary Richmond's 'What is Social Diagnosis' in the Family Welfare story.

With only seven of our Canadian cities over 100,000 in population and over half our population in units of 5,000 population or less, the organization of rural social work is a problem as challenging as it is perplexing. The "Brown Study" will be of lasting value, far beyond the boundaries of the United States.

RECREATION AND UNEMPLOYMENT.

National Recreation Association (of the United States)

A fifty page handbook, with excellent bibliography, offering suggestions for community groups "who are trying to meet the need of unemployed for activities which will fill their leisure hours happily and constructively, and will help in maintaining courage and mental and physical well-being.

HOW TO HELP.

The Women's Committee Welfare and Relief Mobilization of the United States.

A small handbook—to fit in pocket or purse—issued for the use of local women's committee. It defines social work procedure and practice for the laywoman, contains a simple bibliography, and an excellent reference list of national agencies in the welfare field in the United States.

REDUCTION OF FOOD COSTS.

A special report on this subject issued by the New York State Temporary Emergency Relief Administration. It contains food schedules and deals with the methods employed in New York State, to control and reduce food costs in the past year.

PUBLIC WELFARE SERVICES

ACTIVITIES OF THE DEPARTMENT OF PUBLIC WELFARE, TORONTO

A. W. LAVER, Commissioner of Public Welfare.

July, 1933.

PREFACE.

Many citizens had for a number of years past felt the need for a centralization of the City's own welfare activities, but the absolute necessity of a Civic Department of Public Welfare did not become so apparent until the unemployment relief problems in 1931 focussed attention on that need.



In the fall of 1930, when the effects of the depression resulted in a very large increase in the number of citizens who found themselves unemployed, the Board of Control on November 7th appointed a Civic Unemployment Relief Committee consisting of three public spirited citizens, to act in an advisory capacity in respect to unemployment relief matters generally, with power to make a survey of conditions and report to the Board of Control from time to time as considered necessary.

REPORT AND RECOMMENDATIONS.

This Committee functioned until the spring of 1931, and on instructions of the Board of Control submitted a very comprehensive report, embodying the results of the Committee's experience in handling relief work, and making certain recommendations which in its opinion would enable the City to handle the unemployment relief situation in the future. The report also covered the field of social welfare work throughout the City, with particular reference to the conducting of the City's own welfare activities.

The report as submitted, amongst other things, recommended the creation of a Department of Public Welfare for the administration of all welfare and social service functions of the City Government, which at that time were scattered amongst several of the Civic Departments.

COMMITTEE'S RECOMMENDATIONS APPROVED.

Prior to the submission of that report to the City Council, His Worship the Mayor arranged that a representative gathering of citizens interested in social and welfare matters should confer with the Board of Control and give careful consideration to the report and recommendations of the Committee.

At the conference the following organizations were represented:

Federation for Community Service; Neighborhood Workers' Association; Federation of the Jewish Philanthropies; Federation of Catholic Charities; Toronto Branch, Canadian Red Cross Society; Poppy Fund of Toronto; House of Industry; Toronto City Mission and Church Extension Fund of the United Church of Canada; Fred Victor Mission; Academy of Medicine; Child Welfare Council of Toronto; Ontario Employment Offices of the Employment Service of Canada; The Medical Officer of Health, and other Civic officials.

Unanimous approval of the recommendations of the Civic Unemployment Relief Committee was given by representatives of the before mentioned organizations, and high tribute was paid to the excellence of the report and the valuable assistance and advice rendered by the Committee.

With the adoption of the report by the City Council, and the appointment of a Commissioner of Public Welfare on June 29th, 1931, the new Department was established, consolidating and centralizing under one head the various social and welfare activities of the City Government.

DEPARTMENTAL EXPENDITURES.

As an introduction to the current activities of the Department, a brief summary of the approximate gross expenditures for the year 1932 is shown below. (See next page.)

This gives some indication of the extent to which welfare work has expanded in recent years, not only on account of the unemployment situation, but also through the obligations involved in the administration of social legislation of a permanent nature, the cost of which must of necessity be taken into account as an important factor in the study of public welfare programs. Whether it be the Federal, Provincial or Municipal Government which pays the bill, it is still the same public purse.

This Department has now the heaviest responsibility of all Civic Departments in Toronto, being charged with the administration of the largest financial budget (exclusive of Capital Funds) as well as the social welfare of its citizens.

In addition, through donations placed at the disposal of the Department for direct relief purposes, a further sum of \$272,797.00 was made available, when Government rebates are included.

Through the systematic handling of both donations and Governmental rebates earned on direct relief expenditures (which rebates are only obtained after expenditures have been financed, accounted for, submitted and approved) the Department was enabled in most cases to accomplish a turnover of three dollars for each dollar contributed.

REBATES ASSISTANCE EXTENDED TO FEDERATIONS.

In order materially to assist the three Federations and other organisations who had received grants from the City, the Governmental "rebates" plan was extended to these organisations, who were given the privilege of passing through the Department their expenditures on direct relief out of City Grants. This service entailed additional work on the part of the staff, as accounts of each organisation were submitted to and

checked by the Department, and included in the City's monthly bill to the Government.

Civic grants were made amounting to \$150,000.00, and this, together with the Government rebates, provided an amount of \$231,103.00 for the private agencies.

DETAIL EXPENDITURES.

Approximate gross expenditures for the year 1932 are presented hereunder, divided into the three main divisions.

1. Statutory Commitments:

| | |
|---|-----------------------|
| Hospitalization of indigent patients and cost of service..... | \$ 1,288,576.65 |
| Old Age Pensions (City's share 10%) and cost of service..... | 195,321.11 |
| Mothers' Allowances (City's share 50%) | 299,290.12 |
| Social Maintenance (Statutory): | |
| Children's Aid Societies..... | 246,216.46 |
| Bowmanville Boys' School..... | 16,624.46 |
| Industrial Schools..... | 13,528.50 |
| Social Maintenance Service..... | 5,400.00 |
| | <u>\$2,064,957.30</u> |

2. General Welfare:

| | |
|--|----------------------|
| House of Industry—ordinary maintenance..... | 95,000.00 |
| Charitable and Institutional Grants (to 33 social welfare organizations) covering both lump sum grants and per capita voluntary maintenance..... | 130,416.63 |
| Family Welfare service and supervision, including citizens' enquiry bureau..... | 43,734.80 |
| | <u>\$ 269,151.43</u> |

3. Unemployment Relief:

| | |
|--|-----------------------|
| Gross expenditures on direct relief to unemployed citizens, including cost of food and fuel purchased and distributed through the House of Industry; and other unemployment relief services..... | 2,931,786.08 |
| Business Administration (Head Office): | |
| Administrative Cost ($\frac{1}{2}$ of 1%)..... | 28,452.61 |
| | <u>\$5,294,347.42</u> |
| Total Gross Expenditure..... | |
| Total Net Expenditure after deducting Government Rebates | <u>\$2,977,360.83</u> |

FUNCTIONS OF DEPARTMENT.

Functions of the Department, as will be noted by expenditures, cover activities other than unemployment relief, embracing in scope all

branches of community welfare insofar as the Municipality's participation therein is concerned.

None of these activities overlaps or constitutes a duplication of the recognized social welfare functions of private philanthropy. There is a definite part for each to play in the co-operative whole, and in addition, in times of stress the Civic Department co-operating with Provincial and Federal Governments, may be made the community rallying point for the relief of distress of unemployed citizens.

When the cycle of depression has run its course, and the demand for unemployment relief eases, there still remain as previously indicated, public responsibilities to the community, some of them statutory, some preventive, some purely social, and others of a constructive character.

It will thus be seen that the machinery of a Public Welfare Department must expand or contract according to the needs of the community and the demands made upon it. The rate of expansion must keep pace with the pressing problems now presented, and the rate of contraction must be governed by the lessening of such pressure, as employment is found available by citizens.

PRESENT DIVISIONS OF DEPARTMENT.

When the Department was established there were nine individual functional divisions, as mentioned in the preface of the report. With the re-organization and consolidation which has taken place, the general organization of the Department has been divided functionally into the following divisions:

| DIVISIONS. | CLASSIFICATION OF EXPENDITURES. |
|--|---|
| 1—Business Administration (Head Office). | Supervision and control. |
| 2—Division of Hospitalization. | Statutory. |
| 3—Division of Old Age Pensions. | Statutory. |
| 4—Mothers' Allowances (No Civic Staff). | Statutory. |
| 5—Division of Family Welfare. | Statutory; general welfare and unemployment relief. |
| 6—Amalgamated Central and Civic Employment Bureau. | General welfare; and unemployment relief. |
| 7—Relief Distribution Division. | Unemployment Relief. |

DIVISIONAL FUNCTIONS.

1.—BUSINESS ADMINISTRATION (HEAD OFFICE):

This Division, in charge of the Executive Secretary, is the central contact point for the work of all Divisions. Its activities embrace the following:

Supervision of Departmental financing and accounting, both civic appropriations and trust funds;

Purchasing of foodstuffs and supplies for hostels, clothing and footwear for single men in hostels and for families under direct care of the Department;

(Purchasing of relief food supplies and fuel under the Decentralized Controlled Voucher System, started April 1933).

Secretarial, and records, etc.

Financial control (correlated to social policy) of charitable and institutional grants, both lump sum grants and per capita voluntary maintenance;

"Direct Relief" expenditures from City Grants made to Federations and other organizations;

Coupled with the two immediately preceding functions, the co-ordination of welfare activities and relief expenditures of private organizations in relation to the City's own welfare activities;

Unemployment Relief expenditures participated in by Federal and Provincial Governments—"rebates."

Enforcement of provisions of Department of Public Welfare Act, 1931, in the Municipality.

Filing of deportation papers as called for under The Immigration Act.

As many of these activities will be referred to from a Divisional point of view in the work of other Divisions, space need not be given here for their detailed analysis.

2.—DIVISION OF HOSPITALIZATION:

This Division of the Department's activities, in charge of a Director, undertakes the issuing of City Orders to indigent citizens who are themselves unable to meet hospital expenses and sanatoria care.

Expenditures in this Division consist almost entirely of statutory commitments, under the Public Hospitals Act (Ontario), Sanatoria for Consumptives Act (Ontario), and Hospitals for the Insane Act (Ontario).

Another statutory obligation, under both the Hospitals and Sanatoria Acts, requires the Municipality to defray the expenses of burials of indigent persons or a dependant of an indigent person. In addition to the Hospitals Account, an Appropriation is therefore provided for Interments.

Transportation to and from sanatoria of such indigent persons is also provided and an appropriation is made each year for this purpose.

Under the present Public Hospitals Act, which came into effect on October 1st, 1931, the City incurs certain further obligations in respect to indigent persons for the treatment of children born in hospitals. This change is reflected in the figures for 1932, in Table No. 1.

STATISTICS.

While hospitalization cannot be regarded as a primary index in the unemployment situation, it is nevertheless a secondary index, reflecting the present economic conditions. This will be noted in the following table, by the upward trend of both expenditures and number of approved admissions, and the comparatively stationary figure of recoveries made from indigent citizens during the past three years, notwithstanding most diligent efforts to effect these collections.

TABLE NO. 1.

| Year | No. of Approved Admissions | Net Yearly Expenditures | Annual Recoveries Made |
|-----------|----------------------------|-------------------------|------------------------|
| 1928..... | 7,913 | \$ 740,476 | \$25,966 |
| 1929..... | 8,244 | 848,901 | 29,546 |
| 1930..... | 10,352 | 908,505 | 36,890 |
| 1931..... | 14,355 | 1,058,218 | 42,259 |
| 1932..... | 20,994 | 1,228,046 | 34,366 |

3.—DIVISION OF OLD AGE PENSIONS:

This Division is in charge of a Director, who also acts as Secretary to the Toronto Old Age Pensions Board, consisting of five members appointed by the City Council, including the Commissioner of Public Welfare.

Expenditures in this Division are purely statutory under the Old Age Pensions Act, the cost of such pensions prior to 1932 being absorbed—50% by the Federal Government, 30% by the Provincial Government, and 20% by the Municipality.

Early in 1932 the Provincial Department assumed the investigational work on all Old Age Pension applicants, and at the same time intimated that the Provincial Government would absorb an additional 10% of the cost of pensions, thus reducing the City's share to 10%, retroactive to November 1st, 1931.

This change in policy necessitated a reorganisation of the work of this Division, which now consists of two branches, one investigational work connected with re-opened cases, final payments for deceased pensioners, and estates of deceased pensioners; and the other, the registration of new applications received by the Toronto Old Age Pensions Board, such registration consisting of office interviews of those able to make application in person, and, visitations in both homes and institutions of infirmity cases.

The following table shows the number of full and part pensions in effect as of December 31st in the years indicated, together with the expenditures made by the Municipality in assuming its share of old age pensions paid to City residents.

TABLE NO. 2.
Number of Cases, December 31st.

| Year | Male | Female | Total Number | Expenditure (City's Share) |
|-----------------------|-------|--------|--------------|----------------------------|
| 1929 (From Nov. only) | 1,610 | 2,500 | 4,110 | \$ 31,432 |
| 1930..... | 2,671 | 4,226 | 6,897 | 280,840 |
| 1931..... | 3,016 | 5,010 | 8,026 | 339,392 |
| 1932..... | 3,108 | 4,865 | 7,973 | 142,466 (x) |

(x)NOTE:—Total expenditure for the year was \$172,131, but the reduction in the City's share of the cost was made retroactive to November, 1931, involving a refund to the City of \$29,664, which was applied to reduce the 1932 expenditure.

4.—MOTHERS' ALLOWANCES:

As all investigational work connected with the granting of allowances to mothers of dependent children for a number of years past has been undertaken by the Provincial Government, this Division of the City's Department of Public Welfare is not staffed by Civic employees, the Department providing office space only, Provincial Governmental employees being in charge, who extend full co-operation to the City.

Civic expenditures under this Division are also Statutory, the Municipality being required to pay one-half of the allowances paid to mothers of dependent children under the Mothers' Allowance Act.

The following table shows the number of mothers' allowances cases in effect as of the Provincial Government's fiscal year ending October 31st, in the years indicated, together with the expenditures made by the Municipality in assuming its share of this social service.

TABLE NO. 3.

| Year | No. of Cases October 31st | Yearly Increase | Expenditure (City's Share) |
|-----------|------------------------------|--------------------|-------------------------------|
| 1927..... | 872 | | \$200,649 |
| 1928..... | 1,074 | 202 | 304,521 |
| 1929..... | 1,111 | 37 | 265,195 |
| 1930..... | 1,140 | 29 | 269,480 |
| 1931..... | 1,224 | 84 | 294,998 |
| 1932..... | 1,227 | 3 | 299,290 |

5.—DIVISION OF FAMILY WELFARE:

In the Public Department this branch occupies the same position as family care organizations do in private philanthropy, based on a division of the work between the City and private organizations of years standing—the details of which will be referred to later—and in order to prevent duplication of effort a central index is maintained, where all families receiving assistance from a co-operating agency are registered.

EXPENDITURES AND FUNCTIONS.

Expenditures in this Division cover General Welfare, statutory obligations, and Unemployment Relief, and its functions fall into three main classifications, viz., Family Supervision; General social policy in relation to private philanthropy as it affects the City's own welfare undertakings and expenditure; and Social Maintenance imposed on the City by statute.

For obvious reasons it is essential that this Division be closely allied with the business administration of the Department, and constantly in touch with private organizations, so that the City's welfare undertakings may be basically sound.

FAMILY WELFARE WORK.

Leaving unemployment entirely out of the picture, the general division of responsibility for the care of families has for a number of years past been primarily established on a religious basis insofar as private agencies are concerned.

Previously, the Neighborhood Workers Association, which is one of the thirty-two financial members of the Federation for Community Service, looked after Protestant families; the Catholic Welfare Bureau, which is one of thirteen organizations coming under the Federation of Catholic Charities, speaks for itself; and the Jewish Family Welfare Bureau, which is one of the fifteen affiliated members of the Federation of Jewish Philanthropies, also explains itself.

The Public Department (under a working arrangement which was established some years ago with the former Division of Social Welfare of the Department of Public Health), handled "first applicants" only upon the request of the above mentioned private agencies, a family getting into difficulties for the first time, irrespective of length of residence, being the responsibility of the private agency, according to religious denomination.

"NON-RESIDENTS" THE CARE OF PRIVATE ORGANIZATIONS.

An accepted responsibility of the three privately financed family welfare organizations—the Neighborhood Workers Association, the Catholic Welfare Bureau and the Jewish Welfare Bureau—is the care of "non-resident" families in the Municipality, i.e., those families having less than twelve months' residence in the City and who are not eligible for city relief.

In addition to providing these "non-resident" families with food and fuel supplies, the private organizations above referred to assist in rent payments and light and gas bills.

ENLARGED CIVIC WELFARE POLICY.

During 1932 the general division of responsibility between the public and private agencies was on a "diagnosed category" basis, the Department's intake being through the private agencies.

During the past spring however, on account of the further financial inability of these private agencies to carry their formerly assumed burden of family care, the division of work has been changed from a "category" basis to an "age" basis, the latter being the only practicable solution whereby the Department could expediently undertake the volume of work necessary to relieve the private agencies.

With the Neighbourhood Workers' Association, it was necessary to establish 40 years as the breadwinner's age, both for ex-soldiers and civilians, the Department assuming responsibility for all families over that age in order to relieve the private agency of that burden of family care which it could no longer finance.

With the Catholic Welfare Bureau, sufficient financial relief was given that organisation by transferring ex-soldier families from the age of 40 years, and civilian families from the age of 50 years. The arrangement with both private agencies applies to new intake as well as transfers.

CHILDREN'S AID SOCIETIES' FAMILIES.

In addition to the foregoing, the Department has for some time past requested that all families who are under the active supervision of Children's Aid Societies and who require material assistance should come under the care of the Division of Family Welfare, irrespective of

age, religion or category. This policy is based on a recognition of the social value of giving these, as well as other families, intensive case work treatment as a measure of family rehabilitation and child protection. Further, there is the factor of the potential statutory liability devolving upon this municipality, owing to the possibility of the children being made wards of the Societies.

PREVIOUS ARRANGEMENTS BASED ON ORDINARY NEEDS OF COMMUNITY

The previous working arrangement between the Public Department and private organizations, as has been pointed out, was based on the community's ordinary needs for family care, or supervision, and not on the abnormal conditions brought about by unemployment in a period of depression.

It will thus be observed that the same family will be receiving its relief supplies from the Department supported by taxation, and the family service may be given by either the Public Department, or a private organization supported by private philanthropy.

This private philanthropy, in turn, has received support from the public treasury through the making of annual grants; and it is a matter for thought that what may have been a sound basis under normal conditions, may not necessarily apply to a period of depression, in which unemployment is rife, and in which the citizens generally are looking to Governmental bodies for the solution.

Only through the closest co-operation and co-ordination, perhaps necessitating changes in both structure and operation of both public and private bodies, can the remedy be found for lightening the burden of taxation and assuring continuance of private philanthropic effort, which latter during the past two years, owing to economic conditions, has experienced difficulties in meeting its objectives.

CLOTHING DEPOT.

In order to cope with the clothing situation, which became acute amongst the families and single men and women under care of the Department, it was necessary to establish a Clothing Depot. There being no civic appropriation for this purpose, certain funds placed at the disposal of the Department were set aside for the purchasing of staple articles of clothing on a wholesale basis and in keeping with the Government's requirements.

In addition to the purchase of new clothing, more than 8,600 articles of used clothing were distributed during the first six months of this year, this being made possible through the proceeds of a hockey match under the auspices of the Maple Leaf Gardens.

Considerable sewing is regularly carried on by women from families under care of this Department, thus enabling them to earn their own money for necessary expenses. It is planned to extend the activities of the Clothing Depot this fall still further in order to meet the need for quilts among many of the families.

CARE OF SINGLE WOMEN.

The civic authorities have not given much publicity to the care extended to unemployed single women, as for obvious reasons such

publicity would be undesirable. It should be said however, that a representative committee of some sixteen organizations, including the Y.W.C.A., is co-operating with the Department.

Individual assistance with food and shelter is given to these single women in private houses where there is other unemployment, in order that such assistance may accomplish a double purpose, i.e., provide for the direct maintenance of the individual so assisted, and indirectly provide some measure of relief in the home.

This particular problem, it may be stated, is being handled in a quiet and effective manner.

RENTS.

With regard to this very difficult problem, again, very little publicity has been given. The rent situation in Toronto since November, 1930 has been administered by a committee of outstanding business men, to which committee the Commissioner of Public Welfare was appointed in April, 1932. Rent assistance is granted upon applications from public and private family agencies.

At the time rent payments were inaugurated it was not considered good social policy, nor sound financial policy, for payments of rent to be made on a regular monthly basis. These rent payments were on the contrary, regarded as an emergency measure, and for this reason rent is not paid two months in succession and is only paid on the merits of the individual case, presented by the agency, and approved by the committee.

Whether or not this policy should be altered depends upon the present financial resources of the City as well as the outlook of the future, having in mind the heavy burden of civic relief expenditures, due to the prolonged period of depression.

CITIZEN'S ENQUIRY SERVICE.

In the latter half of 1931 it became more and more evident that citizens in difficulty felt that they had a right to bring their individual family problems to the attention of the City's Department; and as the service heretofore provided in this regard was totally inadequate to cope with these new demands, a complete reorganization of this service was effected to facilitate the handling of large numbers daily.

This Bureau during the past year served over 11,000 citizens, who brought their individual problems to the attention of the Department. Each citizen who thus called in person was interviewed, given advice and practical help, or placed in touch with the private agency which was primarily responsible for the particular family according to registration through the Social Service Index.

SOCIAL SERVICE INDEX.

The Social Service Index is maintained at the joint expense of the City and the three Community Federations, the major portion of the annual cost being met by the City.

This central Index constitutes a registration by both name and street number of families who have applied for assistance or who have received assistance, the family welfare agency recording such family

thereby registering the family's need and its responsibility for such family, thus preventing unnecessary duplication of both effort and money.

STATUTORY SOCIAL MAINTENANCE.

Expenditures on Statutory social maintenance are governed by The Children's Protection Act (Ontario), the Ontario Training Schools Act, and the Industrial Schools Act (Ontario).

Under the Children's Protection Act the Municipality is required to pay full maintenance costs for children (residents of Toronto), committed to the care of a Children's Aid Society upon order of a Juvenile Court Judge, until they attain the age of sixteen years.

The rate of maintenance to be paid is set by the Judge, and includes the full cost of food, shelter, clothing and supervision; the 1932 rates were as follows:

| | |
|--|------------------------|
| Toronto Children's Aid Society..... | .92c. per day; |
| St. Vincent de Paul Children's Aid Society | .86c. per day; |
| Children in Homes Outside City..... | .75c. to 92c. per day. |

INVESTIGATION NECESSARY.

When it is realized that the total cost to the Municipality of maintaining a ward of a Children's Aid Society may approximate the sum of \$6,000, it will be readily understood that it is imperative for the Department to maintain an adequate investigational service in order to protect the City's financial interests. This provides for the attendance in Court of the City's representative, whose duty it is to present the City's case based upon the investigational work conducted by the Department.

6.—AMALGAMATED CENTRAL AND EMPLOYMENT BUREAU.

In the interests of economy and centralization, the Department recently amalgamated, under the supervision of one Director, the Civic Employment Bureau and the Central Bureau for registration of homeless men seeking relief. The former, prior to the formation of the Welfare Department, was under the jurisdiction of the Property Department, and the latter was established by the Civic Unemployment Relief Committee in December, 1930.

CIVIC EMPLOYMENT BUREAU.

The main function of the Civic Employment Bureau was the distribution of Civic unemployment relief work, upon requisition from the various employing Civic Departments, which function also included investigation of eligibility for such work. While Governmental participation in the cost of public relief works continued, the work in this branch was extremely heavy, but with the cessation of Governmental participation in May of last year, the activities of the Bureau became decidedly curtailed, such activities being confined solely to placements of casual work as required by other Civic Departments, and, at the beginning of the winter season, the distribution of cards for snow shovelling work.

The staff of the Employment Bureau was therefore greatly reduced at a considerable saving to the City, and at present there is a staff nucleus of but four employees.

CENTRAL BUREAU.

The original and primary function of the Central Bureau was the registration and allocation of homeless single men seeking relief.

This Bureau provides the Municipality with a central control over an extremely difficult social problem, provides a clearing house for homeless men seeking relief, and at the same time works with organizations co-operating with the City in providing large numbers of men with meals, lodging, and clothing.

TICKET SYSTEM.

Working arrangements exist between the Department and the co-operating organizations whereby through the Central Bureau all men are assigned to the various hostels and eating places through a ticket system, tickets being issued to a man for a definite place and for a definite period. It is understood that no man would be looked after by any co-operating institution without a Central Bureau ticket, and for no longer a period than that indicated on such ticket.

As this problem is treated in greater detail later on, other functions of the Central Bureau might be described, at this point.

OTHER FUNCTIONS.

While the *distribution* of Civic unemployment relief work was supervised by the Civic Employment Bureau, the *registration* of unemployed married men and single men with dependants was undertaken by the staff of the Central Bureau. This plan, it will be noted, obviated the operation of two separate registration bureaux, and gave a cohesion to the Department's unemployment relief records.

With the amalgamation of the Central and Civic Employment Bureaux, a still closer cohesion was made possible; and, simultaneously a co-operative arrangement was made with the Ontario Government Employment Office of the Employment Service of Canada, (with offices directly opposite the Central Bureau), in order to avoid any possible duplication of effort, and to afford the Government Employment Office the fullest Civic support in its primary function of supplying employment as demands were made upon it.

As the Central Bureau is kept open on week days from 9.00 a.m. to 10.30 p.m.—Sundays from 4.00 to 7.00 p.m.—another function has been added since the inception of the Department, that is emergency family shelter, some cases of emergency presenting themselves after 5.00 p.m., and with ordinary family care channels usually closed after such hour, the Bureau undertakes to provide overnight or week-end shelter for a family in need by placements with such co-operating institutions as have agreed to look after emergencies of this kind.

SOME OTHER SPECIFIC PROBLEMS.

SINGLE MEN'S RELIEF.

Unattached men, in increasing numbers until summer work opened, are being taken care of in hostels operated by or in cooperation with this Department, and these hostels are being maintained entirely out of private funds placed at the Department's disposal, not one dollar coming out of taxation for their operation and maintenance, nor for clothing and footwear purchases made for these men.

Reports of the Central Bureau indicate the increasing number of bona fide residents requiring care. The situation, in comparison with that of a year ago is as follows:—

TABLE NO. 4.

| | June 28/33 | March 28/33 | Jany. : Jany. 28/33 : 28/32 |
|--------------------------------|---------------|----------------|--------------------------------|
| No. of Lodgings nightly..... | x1,380 | 2,527 | 2,528 : 1,591 |
| No. of Meals served daily..... | x4,514 | 9,684 | 9,452 : 6,797 |
| No. of Active Cases..... | x2,738 | 4,264 | 4,221 : 3,126 |

x NOTE.—Recently 1,296 men were provided with employment in Airways Camps, in addition to the opening of seasonal occupations.

MAGNITUDE OF THE PROBLEM.

Some idea of the magnitude of this particular problem may be gauged from the fact that 27,014 men have passed through the Central Bureau since its establishment in December 1930. During the last year alone 8,114 new registrations were made.

Each man who applies for relief is questioned as to personal history, residence record, employment record, immigration data, military service, if any. These particulars, together with his description are recorded over the applicant's signature, registered and filed.

The applicant whose registration shows clearly that he is a transient is provided with only one night's lodging and two meals; an applicant whose registration is doubtful as to residence may be given a short period of care and in the interval steps are taken to check up on his story, so that every man who applies for relief is given an "even break."

Those applicants who have been found to be bona fide residents and destitute owing to the exigencies of the present unemployment situation, are given regular care in the way of food and shelter, and such clothing, including boots and underwear, as may be required.

TRANSIENTS.

Experience in Toronto has demonstrated the need for a central registration bureau in every large community, which by reason of its size attracts the transient in search of employment; the drifter who has never stayed long enough in any one municipality to gain residence; and the seasonal worker—the bushman, the farm hand, the railroad laborer, and the Great Lakes sailor,—all of whom when their seasonal employment ends find their way to the larger centres.

The significance of the transient problem may be realized when it is stated that in an analysis made by the Department of 3,729 registrations, it was found that these men came from 544 different municipalities.

PROTECTIVE MEASURES NECESSARY.

Without adequate protective measures being adopted, and without suitable machinery to deal with this difficult social problem, the situation on the streets of this City would be deplorable. Panhandling would indeed flourish, and graver still, the criminal possibilities of the situation could easily be imagined. The protective measures taken at the outset

prevent the spread of these things and provide some kind of local control over a situation which could easily get out of hand in a metropolitan area.

TABLE NO. 5.

The following table shows the number of meals and lodgings provided during the year 1932, in comparison with 1931, in the various hostels operated by or in co-operation with the Department:—

| | Meals Served | Lodgings Provided |
|---------------------------|--------------|-------------------|
| During the year 1931..... | 1,125,438 | 305,580 |
| During the year 1932..... | 1,995,496 | 549,529 |
| Increase in Year..... | 870,058 | 243,949 |

NOTE:—In Departmental Hostels 161 convalescent single men are being cared for, provided with special diets, visited by nurse and doctor from the Department of Public Health, at a per capita hostel cost 38c. per day, effecting a saving to the City in hospitalization costs of approximately \$220.00 per day.

SCOPE OF PROBLEM.

Toronto realises very keenly the plight of the genuine seasonal worker, the nature of whose employment denies him the protection of residence in a certain municipality when caught in the toils of an unemployment cycle.

The taxpayers of a particular municipality, however, cannot possibly undertake the added burden of caring for transients who flock to the city in search of work and for provision of relief.

Our records show that within a few days of the curtailing of relief in some Western cities in the Spring of 1932, many hundreds of transients arrived in Toronto from long distances, and with no claim upon the taxpayers of this city.

This great problem is beyond the scope of any single municipality. It is essentially a Dominion-wide problem.

7.—DECENTRALISED CONTROLLED VOUCHER SYSTEM:

UNEMPLOYMENT RELIEF DISTRIBUTION.

The two primary indices which can be taken by the Department of Public Welfare in relation to the unemployment situation are the number of families receiving food and fuel relief through the City's distributing medium, and the number of single homeless men who are being sheltered, fed and clothed. (The latter problem has been touched upon above).

The seriousness of the unemployment problem as it affects Toronto is reflected in the following figures:—

TABLE NO. 6

Number of Families on Relief:

| | |
|---|--------|
| December 1931 (House of Industry records) | 11,033 |
| December 1932 " " " " | 22,655 |
| March 1933. " " " " | 26,846 |
| June 24/33 (Departmental Records)..... | 24,692 |

This large increase in the number of families on relief cannot be taken as the actual trend in unemployment conditions during the past year;

but no doubt is an indication that the number of families whose resources have dwindled away has increased, and while unemployment may have existed over a considerable period of time, application for assistance has not been made until personal resources have been used up.

No attempt will be made in this paper to discuss in detail the present system of distribution of relief supplies. Much careful study and survey work was done before the change made in the system last April was authorized by the City Council.

Suffice it to say here that vouchers are printed and recorded centrally but are issued from five district offices, and are redeemable at the majority of the retail stores throughout the city, the choice of store resting with the individual, within his own district. The diets are varied from time to time, and alternative items of choice (numbering 33 on each list) are also given.

Close co-operation is maintained with the authorized representatives of the retail trade and with the various departments of the Civic Government, in particular with the Department of Public Health. Dietetic needs, especially in respect to children, and the social and health aspects of relief distribution are studied in conjunction with the administrative, financial and economic aspects.

NOTES

NATIONAL SOCIAL WORK BROADCAST.

Arising out of a recommendation of the May conference on General and Unemployment Relief the Council office has been able to arrange a series of short weekly broadcasts in a nation-wide effort to interpret the charitable needs of our respective communities and to create a sympathetic understanding of the meaning and nature of the services being financed from private charity.

The Canadian Radio Broadcasting Commission has shown a most generous co-operation in the arrangement of the series which will be broadcast on national hook-ups for four of the series and on eastern and western hook-ups for three others. The broadcasts will be timed at 9.00 p.m. to 9.05 p.m. Ottawa time each Sunday evening from September the seventeenth to October the twenty-ninth. Chests in five of the cities will make their appeals the week of October the thirtieth to November the sixth.

The initial broadcast on Sunday evening September the seventeenth was merely an announcement of the plan, and field of services which the private agencies covered.

His Excellency, the Governor General will speak on Sunday September the twenty-fourth to be followed on intervening Sunday evenings by different leaders in Church and state including President H. J. Cody of the University of Toronto, Rabbi Eisendrath of the Holy Blossom Synagogue and other prominent speakers whose final dates have not been arranged at the moment of going to press.

The series will be closed by a broadcast from the Rt. Honourable the Prime Minister on Sunday evening October the twenty-ninth.

BARTER.

In recent months the development of trade and barter schemes among the involuntarily idle has swept over many parts of the United States and attracted wide attention in various parts of Canada.

THE ARMY OF THE COMMON GOOD AND C.G. (Common Good) COOPERATIVE ASSOCIATION.

The Army of the Common Good was formed in Burnaby, B.C., in December, 1931. The object of this organization was to get together groups of people for the purpose of working together with a view to doing something to ameliorate the conditions of the unemployed members. The membership of the Army was composed mainly of unemployed men and women, but membership was open to anyone who was willing to subscribe to the principles and ideals of the organization. The pledge of the Army of the Common Good reads:

"I hereby enlist in the Army of the Common Good and agree to abide by the rules and regulations and to fulfil whatever duty is assigned to me in the interests of the Common Good to the best of my ability, to abide by the will of the majority, to be loyal to the highest interests of the citizens of Canada, to make honesty and justice the basis of all my dealings with my fellowmen."

This pledge, while very definite in its terms, does not involve any very definite obligations. At one time there were about 1,500 members in the Army of the Common Good residing mainly in Vancouver and district, although there were members scattered in other parts of the Province and also in Alberta.

"THE CO-OP."

The Common Good Cooperative Association, which arose out of the work of the Army of the Common Good, was established in February, 1932. This Association is incorporated under the Cooperative Societies Act of British Columbia. The object of this organization was to give greater definiteness to the work of the Army of the Common Good, particularly in the matter of providing employment for those who were unemployed. The Common Good Cooperative Association is organized along lines similar to those of the Egg Pool. There are district organizations and local branches. There are, at the present time, 6 districts and 33 locals. All of these are not active and the actual membership at the present time is not known.

In the spring of 1932 members of this organization planted about twenty-five acres of garden and produced between eighty and a hundred tons of vegetables. Part of these was divided among the members and part sold to provide for incidental expenditures. The organization also embarked on a scheme of cutting wood for fuel. About eight hundred cords of wood were cut. Again, part was divided amongst the members and part sold.

One of the main difficulties the Association met with in respect to these activities was lack of capital. A donkey-engine and saw were obtained through the interests of friends of the organization. More recently a cooperative store has been opened in Burnaby on the Rochdale

Plan. Commodities produced are deposited in the store for exchange and the depositor is given a receipt in the form of script money which is being used by the organization. This script money is based on the labor hours necessary for the production of the commodity, one labor hour being reckoned as the equivalent of 25 cents. This money is known as Lu money, 'Lu' meaning Labor Unit. There are about one hundred families doing business with this store in Burnaby.

An important feature of the work of the Association is that done by the women members. Shirts, socks, baby clothes, women's clothes, quilts, soap, jam, jellies, pickles, etc., have been made. Part of these is distributed amongst members who are in need; part is exchanged by means of the Lu money; part has been sold or raffled. The socks were sold to the men. Recently in North Vancouver a 16 room house has been taken over and the organization there intends operating a store and rooming house. The Burnaby organization is at present engaged in making a road in the Municipality of Burnaby in connection with a beautification scheme. This work is being done voluntarily and about a mile of road has already been constructed.

PROBLEMS.

As mentioned above, one of the chief difficulties the Association has is to secure capital. A few months ago a Board of Trustees was organized to act in a trustee and advisory capacity for the organization, particularly with a view to securing capital and giving advice on matters of business policy. This Board is composed of men from the professions, from business, from the banks, and from the University. At the present time a campaign to secure funds to provide capital equipment is being carried on. The objective of \$25,000 was set but the campaign has not been particularly successful mainly owing to financial conditions, and at the last date at which definite word was received only about \$1,500 had been collected.

The organization is not doing gardening on a large scale this year. The New Westminster branch is the only one engaged in this type of work. The organization considers that the gardening project last year was not entirely successful, due to some discontent in connection with the distribution of the products. Wood is still being cut in Burnaby and in North Vancouver. One member of the organization was engaged in making furniture.

With reference to the work of this organization, it would appear that the main difficulties have arisen because of (1) lack of capital, (2) lack of adequate business organization, (3) the presence of some members who had not the true cooperative spirit and who thought of the organization rather in terms of what they could get out of it. One of the main objects in having a Trustee Board is to put the organization on a sounder business basis, particularly in the matter of distribution of products.

Apart altogether from the material results of the organization, there is no doubt that it has been of great benefit psychologically to many of the members as it has given them a very definite interest and responsibility at a time when these were of the greatest value in the maintenance of morale.

ORGANIZED UNEMPLOYED, INC. OF MINNEAPOLIS.

EARLY DEVELOPMENT.

This organization was founded in the fall of 1932 as a barter and self-help agency among the unemployed. The founder and moving spirit was Dr. George Mecklenburg, the pastor of a popular downtown church. The two methods adopted were:

- (a) production not for sale but for the use of the unemployed;
- (b) barter of their labour or of the surplus of their production for commodities which they could not produce.

ORIGINAL ORGANIZATION.

A city-wide organization, some thirty-five hundred persons, was set up. Five persons were named in each ward with instructions to select precinct captains who selected representatives in each residential block. A Central Committee was set up as the governing board. This committee of ward representatives functioned through a long list of sub-committees.

REGISTRATION.

A house-to-house registration of the unemployed was secured and persons who expressed their willingness to "co-operate" in the Organized Unemployed's activities became "members".

FOOD CONSERVATION.

A Farm Contact staff was selected and put at the task of interviewing farmers for miles around, closing deals with them on various terms for their surplus crops of food stuffs. The approach was to barter the labour of members for the food stuffs which the farmers had available. A placement service was set up in the Farm Contact Department to handle the assignment of men to jobs. Produce was brought into town, root crops stored and perishable goods canned.

FIRE-WOOD PRODUCTION.

Wood lots within a thirty-five mile radius of Minneapolis were visited and share-cutting deals arranged. The wood was hauled into town and sawed into short lengths for distribution.

MANUFACTURE OF CLOTHING.

This department employs from thirty to forty people who make and alter all kinds of clothing.

RETAIL ACTIVITIES.

- (i) Grocery and clothing store
- (ii) Houseware and furniture store
- (iii) Cafeteria
- (iv) The Dormitory.

These are operated by the Organized Unemployed itself and employ fifty to sixty members who receive "scrip" wages.

SERVICE ACTIVITIES.

- (1) The Farm Contact Department (outlined above).
- (2) The City Labour Office which serves as a clearing centre and places men. Many listings contain unsatisfactory wage terms and guilds were formed among the men themselves to decide wage levels.
- (3) The Home Service Division is a housing department which has devoted itself to the prevention of foreclosures and evictions with the aid of a small committee from the Bar Association.
- (4) The Social Service Department comprises a part-time nurse in charge of a First Aid station and a social service worker of considerable local experience in connection with church welfare activities.
- (5) Recreation is developed to a limited extent. Meetings are held in the cafeteria dining room once a week.

MANAGEMENT AND ACCOUNTING ACTIVITIES.

The accounting department was late in starting but is beginning to get control of the statistical and accounting operations that fall within its field. It is developing a measure of cost accounting in the various production departments and prepares monthly balance sheets and income and expenditure statements. These reports take no account of the cash donations received by Dr. Mecklenburg from various sources. The cashier runs the Organization's "bank" where the scrip is cleared. The estimated "turn-over" (scrip earned and spent) from September through to the end of December, 1932, is in the neighbourhood of \$36,000.

WORKMEN'S COMPENSATION INSURANCE.

No insurance coverage is carried for the workers. The woodman's job is rated as one of the most hazardous in the Insurance Rate Manual. This omission constitutes a weak spot in the program.

CAPABILITY OF THE MANAGEMENT.

There can be no question as to the intelligence and earnestness of the leaders in the movement. An element of strength has been the presence of an advisory committee of business men, but this committee has no final power and it is entirely possible for the Central Committee and officers to dispense with such a temporary element of control at any time. It should be remembered that all of the policy-making persons in the organization are people closely associated in the scheme, most of them on the scrip pay-roll.

RELATIONSHIP BETWEEN WAGES AND PRICES.

Twenty cents per hour or \$1.50 per day is the prevailing wage. The prices charged in the Organization's store are slightly above the levels charged in the average small neighbourhood store.

EFFECT ON THE WAGE LEVELS OF THE COMMUNITY.

There are many in the community who feel that the long-range effect of the Organization's wage scale will be to further demoralize wage rates. They argue that it is one thing for individuals to accept "distress" employment at low wages and quite another for an organization, acting for the unemployed and concerned over their welfare, to pay such rates to its members. Such action, they argue, crystallizes in

the public mind the impression that here is a new and approved going rate for labour which is acceptable to the working men. Organized labour has been fearful of the ultimate effect and has voiced its opposition to the Organized Unemployed's program as a result.

BREAKS IN THE BARTER CIRCLE.

The barter principle works well within the group and with farmers and to some extent with small merchants, but difficulties are encountered when an attempt is made to apply it to the purchases of gasoline, substantial quantities of new materials such as yard goods for the clothing factory, equipment and certain food stuffs and clothing.

CIRCULATION OF SCRIP IN THE COMMUNITY AT LARGE.

There are quite a number of channels through which scrip flows in the community, although most of them are small. All whose names appear on the approved list have copies of it and are free to trade among themselves using the scrip as a medium of exchange.

SOCIAL INVESTIGATION.

There is practically no investigation made of the need of the applicant for scrip employment; his word is largely taken at face value.

CONCLUSION.

The Organized Unemployed has made a definite contribution of considerable value to the relief of unemployed in Minneapolis. It has offered to a few thousand men and women at least an opportunity to work out a part of their needs in a constructive way and has shown energy and imagination in pursuing a number of projects. Its chief weaknesses would seem to be in its contacts with the community in which it operates. It has found it necessary to call upon the community for many forms of co-operation and in presenting its case has consequently been inclined to stress its achievements in strong terms. It has been obliged to ask the community to honour its scrip but has failed to set up full and adequate guarantees, through a disinterested board and through regular audits by outside accountants, that it would be able to maintain its scrip at par. So far its experiments in the field of barter and scrip finance do not seem to have greatly disturbed the normal relationships in the community but this may be largely due to the fact that the volume of its operation has been relatively small.

NEWS NOTES—Continued from page 14.

village or town. The Clinics have been organized by the public health nurses who have provided transportation for the dentist and have assisted him throughout the day. Transportation for the children has been arranged by the School Board. The entire cost of the Clinic has, in a few cases, been paid from the Dental Fund, but in the greater number one-half the cost has been borne by the School Board. Further Clinics will be held in August and September.

The new Marriage Act of Saskatchewan became effective July 1, 1933. It requires an interval of seven days between the application for

marriage license and the issuance of same, as well as a health certificate for male applicants, the medical examination for which must have been made within ten days of the date set for marriage.

Graduation exercises for student nurses were held at the provincial Mental Hospitals at North Battleford and Weyburn in June. This is the second graduation of nurses for mental cases, from the North Battleford institution and the first from Weyburn. The course is two years in length and is open to both men and women. The total number of graduates for this year is 57. (From Miss Ruby Simpson, Supervisor, Public Health Nursing)

MANITOBA.

A DIPHTHERIA PREVENTION CAMPAIGN.

During the week of April 23rd, an educational campaign was held by the Manitoba Division of Disease Prevention, in order that every parent and guardian of children might be reached with knowledge concerning Diphtheria, its causes, the means by which it is spread, its treatment and methods of control, particularly the benefits of Toxoid.

The Campaign started with a radio message from the Minister of Health and Public Welfare, followed by radio talks throughout the week by representatives of the Winnipeg Health Department, Winnipeg Health League, Winnipeg Medical Society and the Manitoba Medical Association, and announcements were also made by the Clergy of the Province.

The daily and weekly press, throughout the Province, as well as professional journals and house organs, carried articles, news items and notices; billboard space was donated for posters; dodgers were distributed by Nursery Departments of Departmental stores; an exhibit was held at the Convention of the Provincial Educational Association, and talks were given to various professional groups and community organizations.

Arrangements were also made for two films to be shown at the theatres within the Province, through the courtesy of the Metropolitan Life Insurance Company. Notices for Post Offices and Municipal Offices, publicity kits for health workers and teaching aids for school teachers were also among the means used to spread information about the prevention and control of diphtheria.

It is difficult to gauge the results of such an educational effort as this; nevertheless, we are assured that it has at least helped in the attempt towards banishing Diphtheria from Manitoba.

CHANGES IN THE PUBLIC HEALTH NURSING SERVICE.

A reduced budget for Public Services has resulted in decreasing the Public Health Nursing Service of the Department of Health and Public Welfare from 54 to 32 nurses. From May 31st, 1933, nurses will work only in unorganized districts of the Province, in the Health Units of St. James, St. Vital and Brandon, and in the Municipalities where arrangements have been made to retain the nursing service.

In the areas not served by Public Health Nurses, the four Supervisors will assist Health Officers in measures for the prevention and control of communicable diseases, in arranging for clinics and in supervising children's boarding homes and private maternity homes and tuberculosis patients. (From Miss A. E. Wells, Director Division Health Education, Manitoba Department of Health)

(Continued from inside front cover)

- No. 55. The Non-Academic Child
No. 56. Protection Against Diphtheria.
No. 57. You Wanted to Know Something About the Canadian Council on Child and Family Welfare.
(Published in French also). (English out of print).
No. 58. Social Service Exchange.
No. 59. Relief and the Standard Budget.
No. 60. Helping People in Need.
Record Form and Instructions, (designed for use in the present unemployment situation).
No. 61. Boys in Trouble.
No. 62. "In Times Like These" (Suggestions for the organisation of community welfare and relief services).
Supplement A—The Actual Provision of Relief.
Supplement B—The Organisation of Special Services for Problems of a Particular Type.
Supplement C—The Organisation of Relief Work Programmes.
No. 63. The Visiting Housekeeper.
No. 64. The Central Bureau in the Catholic Welfare Programme.

Reprints

- (1) Some Considerations re Health Insurance.
(2) Some Considerations re Employment Insurance.

Charts—(Wall Size)—

- Nos. 1, 7, 10, 14. Infant Mortality Rates in Sixty Canadian cities (Statistics 1924, 1925, 1926, 1928).
Nos. 9, 12, 16. Is your District Safe for Babies? (Rural Infant Mortality Rates, 1925, 1926, 1928).
Nos. 17A-B-C. Does Your City Lose Its Babies? Statistical Report of Infant Mortality in Cities of Canada. (Five Year comparison, 1926-30). 1932.
Nos. 2, 8, 11, 15. Why Our Babies Die. (Statistics, 1925, 1926 1927 1928).
No. 4. Illiteracy Breeds Illiteracy, 1921 Census.
No. 6. Child Placing is Child Saving.
No. 8. The Vicious Treadmill (Illiteracy in Cities—1921 Census).
No. 13. A Blot on the Map of Canada. (English and French)

- Posters (at cost)—No. 1. "The Gay Adventurers." No. 4. "Baby's Stomach is Very Small."
No. 2. "The Protection of the Child." No. 5. "Have You a Clean Bill of Health."
No. 3. "Every Canadian's Heritage." No. 6. "The Porridge Party."
No. 7. "The Sun Baby."

Pre-Natal Letters—(In English and French). A series of nine letters giving pre-natal help and advice.
(Free).

Post-Natal Letters—In English and French—A series of twelve letters giving post-natal help and advice.
(Free).

Child Welfare Problems in Habit Formation and Training—(A series of six pamphlets). (Free).

Patterns—Layette Patterns and Patterns for Abdominal and Hose Supports. (At cost).

Diet Folders—Series 1, 2, 3, 4, 5—dealing with the child's diet from birth to school age. (At cost).

Health Record Forms—For the use of physicians, clinics, conferences, etc. (At cost).

Record Forms—(1) Child's History. (2) Family History. For the use of children's agencies, institutions, etc. (At cost). (3) Physical Record Forms for Institutions. (At cost).

Annually—Proceedings and Papers of the Annual Meeting and Conference.

Official Organ—"Child and Family Welfare," issued bi-monthly.

Canadian Council on Child and Family Welfare

Founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health,
COUNCIL HOUSE, 245 COOPER ST., OTTAWA, CANADA.

OBJECTS.

1. To promote in co-operation with the Child Welfare Division of the Federal Department of Health and otherwise, the general aims of the Council:
 - (1) By an annual deliberative meeting, held preferably in September or May, of each year.
 - (2) By the activities of Divisions of membership on Maternal and Child Hygiene; Child Care and Protection; Family Welfare; Community Organization; Delinquency Services; Leisure Time and Educational Activities; French-Speaking Services; Officials in Public Welfare Administration.
 - (3) By affording a connecting link between the various Federal Departments and the Council's constituent bodies.
 - (4) By such further developments of the general welfare program as may be recommended from time to time by the executive or any sub-committee thereof.
2. To arrange if possible for an annual conference on welfare matters.
3. To co-ordinate the welfare programs of its constituent bodies.

MEMBERSHIP.

The membership shall be of two groups, institutional and individual.

- (1) Institutional membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their program, articles of incorporation or other statement of incorporation.
- (2) Individual membership shall be open to any individual interested in or engaged in Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.
- (3) All classes of members shall have equal rights of vote and speech in all meetings of the Council.

FEES.

1. National Organizations..... Annual Fee, \$5.00—Representatives: 3.
 2. Provincial Organizations..... Annual Fee, \$3.00—Representatives: 2.
 3. Municipal Organizations..... Annual Fee, \$2.00—Representatives: 1.
 4. Individual Members..... Annual Fee, \$1.00—Representatives: 1.
- In electing the Governing Council and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

BOARD OF GOVERNORS—Thirteenth Year, April 1st, 1933—March 31st, 1934.

| | | |
|----------|---|--|
| Division | I.—Maternal and Child Hygiene | Chairman—Dr. J. T. Phair, Toronto. Vice-Chairman—Dr. H. E. Young, Victoria. |
| " | II.—Child Care and Protection | Chairman—Mr. Robt. E. Mills, Toronto. Vice-Chairman—Judge E. H. Blois, Halifax. |
| " | III.—Family Welfare | Chairman—Mr. G. B. Clarke, Montreal. Vice-Chairman—Mr. F. N. Stapleford, Toronto. |
| " | IV.—Community Organization | Chairman—Mr. J. H. T. Falk, Vancouver. Vice-Chairman—Dr. Helen R. Y. Reid, Montreal. |
| " | V.—Delinquency Services | Chairman—Mr. H. Atkinson, Portage la Prairie, Man. Vice-Chairman—Judge H. S. Mott, Toronto. |
| " | VI.—Leisure Time and Educational Activities | Chairman—Capt. Wm. Bowie, Montreal. Vice-Chairman—Mrs. G. Cameron Parker, Toronto. |
| " | VII.—Officials in Public Welfare Administration | Chairman—Mr. A. W. Laver, Toronto. Vice-Chairman—Mr. A. Chevalier, Montreal. |
| " | VIII.—French-speaking Services | Chairman—Col. L. R. LaFleche, Ottawa. Vice-Chairman—Madame Jules Tessier, Quebec. |

Governors representing National Agencies in

Membership..... Mr. Tom Moore, Ottawa.
Mrs. C. H. Thorburn, Ottawa.
Mr. A. J. Frieman, Ottawa.
Mrs. J. A. Stewart, Perth.

Governors representing Finance and General

Interests..... Mr. J. Fred Davey, Ottawa.
Mr. John T. Hackett, K.C., Montreal.
Mr. Philip Fisher, Montreal.
Mr. J. M. Macdonnell, Toronto.
Mr. John B. Laidlaw, Toronto.
Mr. A. J. Milner, Toronto.
Mr. James A. Richardson, Winnipeg.
Mr. W. H. Lovering, Hamilton.
Mr. C. L. Burton, Toronto.
Mr. W. McL. Clarke, Montreal.
Mr. J. D. McKenna, Saint John.
Mr. C. S. MacDonald, Toronto.

Honourary Counsel

Mr. W. L. Scott, K.C., Ottawa.
Judge J. P. Hyndman, Ottawa.
Senator the Hon. Raoul Dandurand, Montreal.
C. A. Seguin, K.C., M.L.A., Ottawa.
Judge P. A. Choquette, Quebec.

Executive Director

Miss Charlotte Whitton, M.A.

